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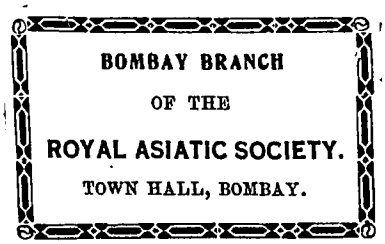

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REPORT

OF THE

CENTRAL PAY COMMISSION

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CENTRAL PAY COMMISSION

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To

THE SECRETARY TO THE GOVERNMENT OF INDIA
IN THE FINANCE DEPARTMENT.

The Chairman and Members of the Central Pay Commission have the honour to report as follows:—

PART I

INTRODUCTORY

1. *The reference and its scope.*—The Resolution [No. F II (11)-E.11/46, dated the 10th May 1946] appointing the Commission required them "to enquire into and report on—

"(a) the conditions of service for the Class I, Class II and Subordinate Central Services as well as establishments now designated as inferior who are subject to the Civil Services (Classification, Control and Appeal) Rules, or the Railway Services (Classification, Control and Appeal) Rules and Railway servants, as defined in paragraph 101, State Railway Establishment Code, Vol. 1 with particular reference to:—

"(i) the structure of their pay scales and standards of remuneration, with the object of achieving rationalisation, simplification and uniformity to the fullest degree possible;

(ii) the extent to which the present leave terms should be altered and simplified; and

(iii) conditions of retirement and the extent to which the existing regulations in regard to pensions and contributory provident funds require simplification;

"(b) the machinery for negotiating and settling questions relating to conditions of service which may arise out of differences between Government and its employees;

"(c) the principles on which the remuneration of industrial workers and daily rated employees of Government should be based".

By a Resolution dated the 3rd July 1946, "civilian Government servants whose pay is charged to the Defence Services estimates" were also brought within the scope of the reference. By letter No. D. 293-Est. (Spl.)/46, dated the 6th November 1946, the Finance Department communicated to the Commission the desire of the Home Department that when submitting their report, the Commission should also make recommendations regarding the pay scales for the new all-India Administrative Service and all-India Police Service which it was proposed to form. Letter No. F. 42-48/45-E.1, dated the 23rd November 1946, from the Department of Education asked for the advice of the Commission in regard to the fixation of scales of pay for the Principal and Vice-Principal for the Central Training Colleges to be set up in connection with the post-war development plan. By U.O. No. D. 6705-E./46, dated the 30th November 1946, the External Affairs Department asked for proposals from this Commission in respect of a basic scale of pay for the proposed Indian Foreign Service*.

*As the note asked for an early reply, the substance of paragraph 64 of this report was communicated to the Finance Department and the External Affairs Department by letters dated the 20th December 1946.

At the first meeting of the Commission, a letter from the Government was placed before them suggesting that, if convenient, their recommendations in regard to the revision of pay scales might be made available to Government as early as possible, in advance, if necessary, of the recommendations on the other points included in the terms of reference*. In answer to a query as to whether the Finance Department expected the Commission to fix the pay of each post which is charged to civil estimates, or it would suffice if their report indicated generally the rates of pay for different Services and for particular classes or categories of posts, the Chairman was informed that the Finance Department favoured the latter alternative, it being left to the administrative department to decide, in consultation with the financial authorities, the question of gradation or classification of posts and their allocation to particular categories for which pay scales had been suggested by the Commission. This was confirmed by the Finance Department in their letter No. D. 316-Est. (Spl.)/46, dated the 29th November 1946, addressed to the Commission.

2. *Scheme of this report.*—After giving an account of the procedure adopted by the Commission, the report briefly describes the background of the enquiry, the steps leading to the present pay structure and pay scales of the Central Services, the events which led to the appointment of this Commission and the circumstances in which they have to make their report. Part II of the report deals with the main aspects of the problem, so far as they are common to all departments of the Central Services. In particular, it deals with questions like (i) classification of the services (paragraphs 19 to 33), (ii) criticism of the existing pay structure (paragraphs 34 to 41), and (iii) the necessity for increasing the present rates of pay and the lines on which new scales of pay should be determined, including a discussion of various suggestions as to the minimum and the maximum pay to be fixed (paragraphs 42 to 60). In paragraphs 61 to 67 some typical scales of pay for the four main classes of the services have been suggested. Claims for various allowances (including dearness allowance) have been dealt with in paragraph 71 to 90. A variety of matters suggested as coming under the general head of "conditions of service" have been discussed in paragraphs 106—135. Amendments to the existing rules relating to leave, age of retirement and retirement benefits have next been considered (paragraphs 136—199) and proposals for ways and means to settle or prevent disputes between the services and the Government have also been made (paragraphs 200—220). Part II concludes with some observations bearing on the question of the remuneration of industrial workers and daily rated employees of Government. Part III makes detailed proposals in respect of the salaries to be paid to, and the redress of grievances of, the employees of each of the principal sections of the public service in the light of the general conclusions reached in Part II. A summary of the Commission's recommendations is given at the end.

3. *Procedure.*—Immediately after the announcement of the appointment of the Commission, all public servants of the Central Government and all other persons interested were invited by a Press Note to communicate their views or suggestions on the topics covered by the terms of the reference to the Commission. All Departments of the Government of India were asked to furnish for the information of the Commission full particulars regarding all appointments under their administrative control. Provincial Governments were also requested to afford the Commission every facility in the conduct of their enquiry.

*Advance copies of portions of this Report have accordingly been sent to the Finance Department as and when they became ready.

In response to the public invitation above referred to, the Secretary to the Commission received more than 950 representations from service associations and individuals setting forth the lines on which (in their opinion) their pay and conditions of service should be improved. The Commission assembled at Delhi on the 10th July 1946 and at this meeting the main lines on which the enquiry was to be conducted were agreed on. During the sittings between the 11th and the 15th July 1946, a detailed questionnaire (Appendix A) was prepared in the light of the representations that had been received from service associations and of other materials then available. As it was represented to the Commission that some public servants hesitated to send in their representations because of the restrictions imposed on them by the Government Servants' Conduct Rules, the Secretary was asked to address the Government in the matter; and the Government agreed to afford ample facilities to their employees to send in representations to, or give evidence before, the Commission on matters falling within the terms of their reference. Between the 20th and the 25th July 1946, more than 1,500 copies of the questionnaire were sent to persons or bodies who had sent in representations to the Commission and to all associations of employees known to the Government. Copies were sent to the members of the Central Legislature and to prominent public men; copies were also made available to the public and to the press. Replies to the questionnaire have been received from more than 370 associations and individuals.

4. For further elucidation of the material points and at the instance of the Services themselves, the Commission decided to give to some public men, to several heads of departments and to the representatives of numerous associations of service men, an opportunity of supporting, by oral evidence, the points stressed in their replies. Tentative programmes were prepared from time to time indicating the associations and persons to be called in to give oral evidence. To obviate any suggestion that certain groups or associations had been left out, opportunity of appearing before the Commission was given to all associations who had sent in representations or given replies to the questionnaire or had expressed a desire to be heard. To save time, all associations or persons with common interest were summoned to appear at the same time. Between the 9th September and the 21st December 1946, the Commission devoted more than 50 sittings to this part of their task and examined more than 400 persons including heads of departments or representatives of associations.

5. When the Provincial Governments were notified of the appointment of the Commission, they were informed that though the Commission's enquiry was to be confined to the Central Government's employees, the findings of the Commission might be of use to the Provincial Governments also in the event of their undertaking any revision of the scales of pay of the Provincial Services. Such revision was, in fact, undertaken by several Provincial Governments and one of them desired that an opportunity might be given to it to lay its views before the Commission, as it was desirable that the scales of pay for members of Services belonging to both the Central and Provincial Governments serving in the same area should, as far as possible, be correlated. The Commission decided that it would be best to hold an informal Conference with the representatives of the Provincial Governments so as to facilitate an exchange of views between the members of the Commission and the Provincial Governments.

Eight Provinces responded to the Commission's invitation and the Conference was held on the 16th and 17th October 1946. The substance of the views expressed in the course of the Conference has been placed on record (Appendix B).

6. *The historical background.*—To understand and appreciate some of the criticisms urged and the claims made before the Commission, a brief review of the steps that led to the fixation of the present pay structure and pay scales of the Central Services may be found helpful. Till nearly the end of the 19th century, the Superior Services in British India were manned almost exclusively by Europeans most of whom belonged to what were known as the "Covenanted Services". Public opinion was then pressing for the Indianisation of these Services and not much attention was paid to the Uncovenanted or Subordinate Services. Indianisation of the higher Services was desired for two reasons, (i) political, and (ii) financial. It was felt that the proper thing was for the nationals of the country to have an increasing share in its administration. It was also considered that the scales of salaries fixed on the assumption that high scales were required to attract Europeans to service in India imposed an unnecessarily heavy burden on the finances of the country.

7. The Aitchison Commission (1886-87) made recommendations in respect of both the Covenanted and the Uncovenanted Services. It is sufficient here to say that they suggested that, from out of the appointments theretofore reserved for the Imperial Civil Services, some should be transferred to a local service to be called the "Provincial Civil Service" to be recruited for in India in each Province and that below the Provincial Civil Service a lower service to be called the "Subordinate Civil Service" should be formed. Dealing with the relation between the Imperial and the Provincial Civil Services, the Commission recommended that the salaries of members of the Provincial Civil Service should be fixed on independent grounds and should have no relation to those attached to appointments in the Imperial Civil Service but, as regards status, the members of the Imperial and Provincial Civil Services should, as far as possible, be placed on a footing of social equality and (when holding similar offices) be graded together on the official precedence list. The recommendations of the Commission were not given effect to in the spirit in which or to the extent to which they expected them to be acted upon. Circumstances compelled further consideration of these and connected questions by the Islington Commission (1912—15).

8. The Islington Commission was asked to examine and report on the conditions of service, salary, leave and pension governing the I.C.S. and other civil services (Imperial and Provincial), the limitations that still existed in respect of the employment of non-Europeans and the working of the existing system of the division of services into Imperial and Provincial. The Commission's enquiry was limited to the higher services. Exploring the possibilities of wider employment of Indians in the superior services and the proper method of their recruitment, the Commission grouped the services under three heads:—

(1) Those which in their opinion required a preponderating proportion of British officers (*e.g.*, the Civil Service and the Police),

(2) those services in which it was thought desirable that there should be an admixture of both Western and Eastern

elements (*e.g.*, education. military. finance, medicine, telegraph engineering, railways and survey of India), and

(3) the scientific and technical services where they held that there were no special reasons for having a large number of officers recruited from Europe.

For the first, they decided that recruitment should continue to be made exclusively in England; for the second, they recommended that recruitment might be made both in England and in India; for the third, they were of the opinion that it should be the aim *eventually* to recruit in India for their normal requirements.

9. The question of salaries was discussed at some length by the Islington Commission. They did not concern themselves directly with the problem of increase of pay on account of rise in prices. Dealing with the general question of the emoluments payable to public servants, they laid down the broad principle that Government should pay so much and so much only to its employees as was necessary to obtain recruits of the right stamp and to maintain them in such a degree of comfort and dignity as would shield them from temptation and keep them efficient for the term of their service. Elaborating the application of this principle to the three kinds of recruits above referred to, they made some observations on the then prevalent salary system and stated "The advantages of equal pay for all officers who do the same work are obvious. Under such a system there can be no suspicion that Europeans are favoured at the expense of Indians, whilst the danger of racial friction in the services is reduced to a minimum. On the other hand, to set in India for the public services a standard of remuneration which is in excess of what is required to obtain suitable Indian officers is to impose for all time on the country a burden which she ought not to bear***. If young men who are statutory natives of India are paid at European rates owing to the accident of their electing for a service in which a certain number of Europeans are required, then young men who elect for other services like the Post Office for which Europeans are not imported will need to be paid similarly if recruits of the same class are to be obtained as at present. The circle of financial obligation will thus go on widening and will finally touch the private market, particularly in the engineering and educational fields. The choice is thus between the two evils of inequality on the one hand and disregard of economy on the other." They seem to have thought that their recommendations were calculated to avoid both these evils as far as possible. So far however as the Indian Civil Service, the Indian Medical Service and certain other Services were concerned, the Commission felt that they should take "existing facts" into account and they accordingly allowed that the members of these services should draw the same pay, whether they were Europeans or Indians. For the services to be recruited for in India, they drew up separate scales of pay for Europeans and Indians respectively.

They expressed strong disapproval of the graded system of remuneration then in vogue and recommended the substitution of an incremental system subject to the proviso that no increment should be given as a matter of right. Even among time-scales, they expressed a preference for what they called the compartment system under which "separate scales are fixed for separate groups of officers in each department and a process of selection

takes place before an officer can pass from one scale to another or from any scale into a selection post". In the light of the views expressed by them, they suggested the following as reasonable scales of pay for Indians in the higher services:—

> Rs. 250—40/3—450—50/3—500 per mensem for all the higher services recruited from the average graduate class and Rs. 300—50/2—500—50—1,050 for services requiring higher initial qualifications;

beyond these, they provided selection scales or posts.

10. The Commission considered that the expression "Provincial Service" was misleading when applied to persons holding office in departments directly under the control of the Central Government and doing the same kind of work as was done by members of the Imperial Service. They accordingly recommended the amalgamation of the Imperial and Provincial Sections into a single Service. They however recognised that "Where there is a large body of work of a less important character to be done, though of a kind which cannot be performed by a subordinate agency, it would be obviously extravagant to recruit officers to do it on the terms required to obtain men for a higher class of duty. In such circumstances, there must be two services or two classes of one service and the lower service or class must occupy a position inferior to that of the higher one". In the result, they suggested that over and above the subordinate services there should be two classes in the services under the Government of India to be described as Class I and Class II. This apparently is the genesis of the present classification of the Central Services, though the nomenclature, Class I and Class II, seems to have come into vogue only in or about 1926.

We have referred to the recommendations of the Islington Commission at some length, because they are mainly responsible for the system of classification and pay scales now obtaining in this country. Though their report was signed in August 1915, its consideration had to be deferred for the duration of the war. Final orders on their proposals were passed only during 1919-1920; and in doing so, the authorities took into account the further rise in prices that had taken place between 1912 and 1920.

11. The recommendations of the Islington Commission did not go far enough to fulfil the expectations of those who pleaded for Indianisation for *financial* reasons. (See the remarks of Mr. Chaubal in paragraph 36 of his minute.) Adverting to this aspect of the matter, the Montague-Chelmsford Report said "We think that the standard scale for all services should be fixed with reference to Indians recruited in India at rates sufficient to attract the best men available and to give them an income appropriate to their position. It may seem inconsistent that Indians recruited in Europe should be given the same allowance as Europeans but this is the practice in the I.C.S." The question was again raised before the Lee Commission, "whether a basic pay lower than that which obtains at present for both Europeans and Indians should be fixed for future recruits, Europeans receiving an addition thereto in the form of overseas pay." Paragraph 43 of their report refers to the "sharp cleavage of opinion between the services and the politicians", political opinion insisting that "whilst a high rate of pay may be necessary to attract Europeans, the best Indian candidates could be secured on considerably lower terms". Viewing the needs of India (as they say) "from a detached and somewhat wider standpoint", the Commission came to the conclusion that "it would be

inadvisable in present circumstances to reduce the basic pay of the services". It is unnecessary to refer here to the allowances granted by the Commission to the European members of the services, except to say that they show the over-optimistic view which the authorities then entertained as to the unlimited potentialities of Indian finance. This in some measure explains the claims for higher pay put forward by and allowed to the other services in India about that time.

12. Turning for a moment to the services classified as "subordinate" and "inferior", comparatively little information is available as to how their emoluments were fixed or revised from time to time. There is however enough to show that they were being readjusted to changing economic and social conditions, though, as an early report says, "concessions were frequently given less to those whose claims were the strongest than to those who could make their voices most effectively heard". As can be seen from the observations of the Islington Commission, earlier opinion and practice seem to have been definitely in favour of a graded system of pay and against the incremental system; and it may be of interest to know that a Salaries Commission appointed in Bengal in 1884 (to consider the strength of ministerial establishments) recommended twenty grades of fixed salary starting from Rs. 20 and going up to Rs. 250. In 1905-06, before another Committee dealing with the question, a Judge of Patna is said to have remarked that "The custom and feeling of the country is in favour of a large staff on low pay" and he thought that the dissatisfaction which a reduction of staffs was likely to cause would be greater than the satisfaction which an improvement in pay might give. The Committee did not, however, share this view which they thought "a counsel of despair".

13. In 1908, a Committee presided over by Sir James Meston (as he then was) dealt with the pay and prospects of clerks in the Secretariats of the Government of India and certain other offices. About this time, the clerical establishments of the Secretariat seem to have been divided into two divisions (first and second), "the former to comprise all those clerks who are required to deal with the higher class of clerical work and the latter those who are employed on work of a routine character". The recommendations of the Committee were made on this footing. The Committee found that the cost of foodstuffs and other necessaries of life, house rents and wages of domestic servants had greatly increased by that time, that the standard of living had also advanced and continued to advance and that except in the Finance Department from which clerks occasionally received promotion to the enrolled list, clerks in the Government of India Secretariat had practically no hope of securing executive appointments, such as were open to clerks in Provincial Secretariats and other offices under Local Governments. They accordingly held that the proper course would be to render the conditions of clerical service in the Secretariat sufficiently good to offer to its members a career not appreciably less attractive than that which was afforded to men of equal educational qualifications in other branches of the public service. They felt that there was much to be said in favour of making the secretariat clerical service one to which its members would be proud to belong and of fostering an *esprit de corps*. In view of the cost of living and the need for attracting the proper type of men, they fixed the initial pay for first division clerks at Rs. 140. Having regard to the value of his work, his experience and standing and more particularly to the emoluments of non-selection grades in executive branches of the Government service, they

held that a clerk of 25 to 30 years' service, who for no fault of his own had not risen to a superintendentship, should get a maximum pay of Rs. 400. The second division they regarded as standing on a different footing because its work was assumed to be of a simple or routine character. Its recruitment was therefore held to be subject to the ordinary laws of demand and supply. They therefore fixed the initial pay for this division at Rs. 60 and the maximum at Rs. 200, adding a personal allowance of Rs. 25 or Rs. 50 after the 28th and 30th year of service. They were opposed to the incremental system, and proposed that in each division there should be a considerable range of grades at short intervals of pay. Referring to Registrars and Superintendents, they said "It is a matter of high importance that both these classes of officers should be liberally paid not only on account of the responsibilities of their work but because these appointments are practically the only goals towards which the ambition of the first division can press". They accordingly suggested Rs. 800 for the Registrar and three grades of Rs. 500, 600 and 700 for Superintendents. In recognition of the importance and responsibility of the work done by the Superintendents whom they described as the repositories of the experience and traditions of their departments, analogous to the senior members of the permanent Civil Service in England, the Committee recommended that they should be granted the rank of gazetted officers. They emphasised that the Secretariat stood on a footing of its own different from any other offices in India and that it required in its clerical staff a higher degree of intelligence, a broader outlook and a more discriminating critical faculty than would be expected in other offices. We have referred at length to the views and sentiments expressed by the Meston Committee because it has been strongly urged before us by representatives of what are known as the "attached and subordinate offices" that they are entitled to the same scale of pay and the same privileges as those serving in the Secretariats. We shall deal with this claim in due course.

14. Between 1908 and 1928, all classes of public servants under the Central Government seem to have had their emoluments increased, in some instances more than once. When the economic crisis of 1929-30 set in, Government had to review the whole position. To meet the immediate emergency, certain percentage cuts were made in the salaries of most public servants for four years. On the suggestion of a Retrenchment Advisory Committee, the question of revision of rates of pay for "future entrants" was taken up. Recommendations in this behalf were made by certain sub-committees of the Retrenchment Advisory Committee; and Mr. (now Sir Tenant) Sloan was placed on special duty to examine the subject and make proposals. As the system introduced at this revision has been the subject of strong criticism, it is necessary to refer to it in some detail.

Stressing the need for reduction of expenditure in view of the continued deterioration in the financial position of the Government, Mr. Sloan harked back to the argument that the scales of pay for the higher services had been fixed at rates calculated to attract Europeans and that Indians of suitable qualifications could be had at lower rates. As there had lately been a great fall in prices and as the constitutional proposals then under discussion were expected to lead to radical changes in the administration, he thought that the time was opportune "for an attempt to place the scales of pay on a definitely indigenous basis". Comparisons were drawn between the salaries prevailing in India and those prevailing in other countries in the West and in the East. Nevertheless, it was finally

resolved that Government should proceed on the basis of the existing pay structures and should not attempt to revise the scales of pay except from the point of view of an all-round reduction. It was said that the Government as then constituted should, as far as possible, maintain existing standards, though the position might become different with the change from a bureaucratic to a responsible form of government. A uniform percentage reduction was considered undesirable; it was felt that it would be better to make heavier cuts at the top. Some co-ordination between the Central and the Provincial Services was considered appropriate and a sub-committee of a conference of Provincial representatives (in May 1931) seems to have concluded that the pay of Class I officers should be fixed at Rs. 300 to 1,000 per mensem, that the pay of administrative heads of the biggest departments should be fixed at Rs. 1,600 to 2,000, the pay of heads of other departments at Rs. 1,450 to 1,750, and of deputy heads at Rs. 1,250 to 1,500. Uniformity of scales as between different departments was not considered practicable. In the light of these considerations, a revised scale of salary was drawn up involving a reduction of over 20 per cent. in the minimum and of nearly 30 per cent. in the maximum of the existing salaries.

The question then arose as to the officers to whom the revised scales were to be made applicable. Though the revised scales were settled only late in 1933, they were made applicable to all persons who had entered service after 1st July 1931, because it had then been announced that all appointments thenceforth to be made must be deemed to be on the footing that they would be subject to the new scales. As regards persons already in service, it was, after some discussion, decided that the new scales should not be made applicable to them, either in respect of offices then held by them or even in respect of offices to which they might be promoted in due course. There thus came into vogue the system of two scales of pay—referred to as the old and new scales—according to which among two sets of persons working side by side and doing the same kind of work, one set of people have been drawing salaries according to the higher scale and the other set are being paid according to a lower scale.

The Railway and the Post and Telegraph departments are numerically the biggest departments that we have to deal with; they raise a variety of problems which we propose to deal with in two separate Sections. It will be convenient to postpone to that stage the history of the pay structure in those departments and the account of the revision of salaries that took place therein during the years 1931—34.

15. *War-time measures.*—The new scales of pay (of 1931—34) which were halfheartedly accepted by some sections of the services even at the time when they were introduced, proved inadequate to meet the conditions created by the war. The Government of India had to formulate measures to protect their employees against the hardships caused by the rise in prices. About the middle of 1940, they sanctioned a scheme of grain compensation allowance for their lowest paid employees. Under this scheme the Central Government employees stationed in the various Provinces received the same benefit as the respective Provincial Government employees and the scale of benefit was dependent on the actual market price of foodgrains. In course of time, it was found that allowances based on Provincial schemes which lacked uniformity were unsuitable for employees of the Central Government whose conditions of service were more or less uniform. With prices continuing to rise, it was felt that

the question should be tackled on an all-India basis; and in August 1942, the Government of India devised a scheme of dearness allowance which replaced the grain compensation allowance scheme with effect from 1st August 1942. As relief under the new scheme was granted even to the higher categories of public servants whose cost of living was dependent on several factors besides the cost of foodgrains, it was considered no longer necessary to link the relief to the price of foodgrains. The whole country was divided into three areas (A, B and C) in accordance with the difference in the cost of living. The classification followed an existing arrangement adopted by the Posts and Telegraph Department for purposes of pay scales. Subsequently, a number of towns which showed a marked rise in cost of living have been upgraded. The beneficiaries were divided into two classes, those receiving Rs. 40 per mensem and above and those receiving less. In view of the difference in the wage and standard of living between the two categories, a slightly lower rate of dearness allowance was adopted for persons drawing less than Rs. 40. This scheme of dearness allowance was also commended to the Provincial Governments for adoption in respect of their staff and is still being followed by them, with minor changes to suit their requirements.

In the first instance, dearness allowance was granted only to non-gazetted employees. Later on, the rate of allowance as well as the maximum pay limits of the persons entitled varied from time to time but the increases sanctioned were in no way proportionate to the rise in prices. Later still, it was thought proper to grant some relief even to higher officers and a war allowance equal to 17½ per cent. of the pay was sanctioned with effect from the 1st July 1944 for all married gazetted officers up to certain pay limits and for non-gazetted officers drawing pay above the maximum limits fixed for eligibility to dearness allowance. The rate of allowance was however restricted to 7½ per cent. of pay in the case of unmarried gazetted officers. The maximum pay limit up to which war allowance is granted to married officers is Rs. 2,000 per mensem and in the case of single officers it is Rs. 1,000. This allowance is subject to a minimum of Rs. 50 per mensem and a maximum of Rs. 263 per mensem in the case of married gazetted officers and a minimum of Rs. 30 per mensem in the case of single gazetted officers.

In the Railways, officers drew dearness allowance on the scale of war allowance fixed for Government officers. As regards subordinate employees, the Government of India, after consultation with the All-India Railway Men's Federation, decided on the following scales:—

Bombay and Calcutta including suburbs—Rs. 3 to those drawing Rs. 60 per mensem and below.

Industrial areas—Rs. 2-8-0 to those drawing Rs. 50 per mensem and below.

Other areas—Rs. 2 to those drawing Rs. 30 per mensem and below.

Certain grain shop concessions were also allowed to the subordinate employees of railways. Subsequent increases in the rates of dearness allowance were also made in consultation with the Federation on an *ad-hoc* basis to meet the rise in prices. The rate of relief as well as the maxima of pay of the persons entitled to relief were raised from time to time. Similar changes took place in the scheme of dearness allowance for other employees of the Central Government. The arrangements made

for the relief of employees in the Posts and Telegraph Department are described in paragraphs 106 to 118 of Mr. Justice Rajadhyaksha's award dated 15th July 1946.

16. *Circumstances leading to the appointment of this Commission.*— As conditions of life became more and more difficult during the later years of the war, claims, representations and protests from several sections of the services increased. Final orders in respect of some of these matters were being deferred till after the termination of the war. Certain groups of employees who felt conscious of the strength of numbers and organisation threatened to go on strike. As early as August 1940, a Court of Enquiry was constituted under Section 3 of the Trade Disputes Act, to investigate questions raised by workmen employed on the G. I. P. Railway in respect of the grant of dearness allowance. As the recommendations of this Committee were not implemented by the Government for a long time, a general strike of railwaymen was threatened and a settlement by negotiation was arrived at in June 1946. The hardships and grievances of the employees of the Posts and Telegraph Department (some of whom had resolved to give notice of strike) were sought to be ventilated in the Legislative Assembly; on 7th February 1946, the Secretary, Posts and Air Department, announced in the Legislative Assembly that Government intended to appoint "a Commission to go into the whole question of scales of wages, pensions and other conditions of service for the whole class of Central Government servants. suitable in post-war conditions, as also the question of setting up some machinery for negotiation between Government and its employees, somewhat on the lines of the Whitley Councils in the United Kingdom". Certain disputes raised by the employees of this Department were also dealt with first by a Committee presided over by the Postmaster General, Bombay and later they formed the subject of an award by Mr. Justice Rajadhyaksha on a reference under rule 81-A of the Defence of India Rules. Before this award was made (in July 1946), certain sections of the Posts and Telegraphs employees actually went on a three weeks' strike and their claim was also settled for the time being by negotiation. Apprehending that the grant of benefits as above to the railwaymen and to the employees of the Posts and Telegraphs Department might create discontent among the underpaid employees in other departments, the Government granted some interim relief to these latter also, pending the revision of pay scales in the light of this Commission's recommendations [see Finance Department Memorandum No. F. 11 (3)-E.II/46, dated the 13th August 1946].

PART II

GENERAL CONSIDERATIONS AND RECOMMENDATIONS

17. *The economic situation today.*—As pointed out in the Resolution constituting this Commission, circumstances necessitated the appointment of the Commission before any degree of normalcy and stabilisation of prices had been reached. The following figures relating to the cost of living in recent months will give some idea of the present position. Between 1939 and 1945, there was an average rise in the cost of living of about 175 per cent. for the whole of India (see Mr. Justice Rajadhyaksha's award, paragraph 100). During 1946, the working class cost of living index for Bombay was 230 for January, 231 for February, 235 for March, 236 for April, 237 for May, 247 for June, 255 for July, 254 for August, 257 for September, and 251 for October (Indian Labour Gazette for December 1946, page 267). It has accordingly been suggested in some quarters that the Commission would do well to limit themselves to recommending short-term measures; but the Commission felt that they would not be fulfilling the duty entrusted to them if they did so. Of course, it was realised that it would not be possible to recommend any long-term arrangement except with reference to a tolerably stable level of prices of foodstuffs, clothing, and other essential commodities; one of our questions (No. 9 of the questionnaire) therefore sought advice on this point.

Present prices are the outcome of factors some of which are exceptional and temporary, while others may be expected to continue in operation for a length of time even during the post-war years. During the war years, a considerable proportion of the productive capacity of the country was diverted to purposes other than internal and civilian use; and, instead of the customary import of manufactured goods, there was a net export of manufactured goods from India. Even in respect of the available commodities, whether agricultural or manufactured, lack of transport led to local shortages and impaired confidence led to hoarding and increase of black markets. There was, further, an enormous increase in rupee expenditure in the country by the Government, both on its own behalf and on behalf of the Allies. With the easing of the transport situation, the improvement in import conditions and the cessation of the diversion of the productive capacity of the country to war time purposes, the temporary factors must in due course cease to operate. The question of the continuance or relaxation of controls is attended with several difficulties. In some directions, the policy of controls may have to continue, and, to a certain extent, such continuance may act as a stabilising factor. Decontrol may be followed by a period of high prices, but it generally seems to be accepted that that could only be a phase in the progress towards normalcy. The conditions created by currency inflation are bound to have long-term effects and the results of the operation of international factors are not easy to foresee or forecast. Nevertheless, it seems to us not unreasonable to assume that, in the not distant future there will be an improvement in the production and supply of foodstuffs and other essential articles and in the availability of manufactured goods (indigenous or imported) so as to ease the present situation and that there would thus result a fall in domestic prices and a rise in the purchasing power of the rupee. What length of time may elapse before a reasonable measure of stability of prices is attained, or at what level prices may

stabilise, are questions which can only admit of a tentative answer. But, in view of the course we propose to adopt, some uncertainty on these points will present no insuperable difficulty.

18. *Course proposed.*—We have been warned of the danger of raising salaries to a level not justified by the level of economic productivity, of the possible repercussions of an increase of public servants' salaries on business and industry and of the inexpediency of our dealing with the problem of salaries without some definite knowledge as to the general economic policy of the State. The circumstances we have already narrated do not permit of any delay in tackling the questions referred to the Commission. The familiar argument that an increase in salaries and wages may itself lead to an increase in prices and thus start the vicious spiral of increasing prices and increasing wages cannot be allowed to support a claim to keep a large section of people below the minimum level of subsistence. If even a small measure of improvement in their position will itself tend to produce the effects of inflation, the State must find other ways of counteracting such effects. As to "general economic policy", we can only assume that the State will follow a policy which the best interests of the country demand. After all, if time should show that the assumptions or expectations on which our recommendations were based had not been justified or realised, it would not be very difficult to arrange for a revision.

We propose to proceed on the assumption that prices, when they stabilise, will stabilise at a much higher level than the pre-war average; on this basis, we shall make our recommendations as to basic rates of salary. Till prices come to stabilise at that assumed level, we propose to recommend the continuance of the payment of dearness allowance to certain classes of public servants at rates varying with the changes in the cost of living index. The advantage of this course is that certain anomalies in the existing pay structure which have long been complained against may be remedied by recasting the pay structure and at the same time marked fluctuations in the cost of living may also be provided for. In this view, it is not very important to come to any decision as to the time when prices may stabilise. We have been told by some that the process may take at least five to seven years; others think that a slump may follow much sooner than many expect. As to the level of stabilisation, it has been suggested by many that it might be somewhere about a level that will give a cost of living index of anything between 150 and 200 if we take the pre-war average to be 100. In choosing a figure within this wide range as the index with reference to which basic salaries are to be fixed, one consideration must be borne in mind, namely, that public servants will not be prejudiced if the selected figure turns out to be somewhat low because they will be compensated by dearness allowance; but if the figure turns out to be too high, the public exchequer will stand to lose, as it will be unusual and impracticable to make deductions from the salary of public servants during the months or years when the cost of living may be lower than the assumed figure. We accordingly think that it would be safe to recommend a scale of basic salaries fixed on the assumption that prices may stabilise at a level which will give a cost of living index somewhere between 160 and 175 taking the pre-war index to be 100. So long as the cost of living continues to be substantially higher, some system of dearness allowance must continue in operation. The Provincial representatives who met us at the informal conference were also of this opinion.

PART II

A.—Classification of the Services

19. There has been objection from some quarters to the adoption of any system of classification for the Services. It has been urged that such classification is likely to promote class consciousness and is thus likely to prove detrimental to unity and goodwill. It cannot, however, be denied that some kind of hierarchical organisation is unavoidable and we can only hope that the growth of a genuine democratic spirit and an enlightened social outlook will help people above to shed their "superiority" complex and people below to shed their "inferiority" complex. In recent times, the question of "Classification of Services" has received considerable attention in many countries. One writer goes so far as to say that upon proper classification depends the efficacy of recruitment, the possibility of creating a rational promotion system and the equitable treatment of people working in different departments. Its purpose is to set all public servants to the work which is not too difficult nor too easy for them to do and then to treat all who do equal work equally, and where there is a difference in the amount and quality of work done, to proportion reward to service. It has been claimed that only a proper classification will secure fair treatment to the employees on the basis of their services to Government, fair return to the Government for the salary paid to its employees, and relative fairness to employees in different kinds of position on the basis of the nature of the duties performed.

Some systems base the classification of services on salary rates, while other systems classify officers in accordance with the character and importance of the work to be performed. It will, however, generally happen that the difference in salary rates will, in a large measure, correspond to the difference in the character and importance of the work. But the fact remains that the two *bases* are different. The British system is linked up with the education system of England and the different stages at which its products enter the public service, the "administrative", "executive" and "clerical" classes being respectively recruited from three grades of education. Under the Indian system, the Central Services (excluding the all-India and Special Services) are broadly divided into four categories, Class I, Class II, Subordinate Services and Inferior Services. The Civil Services (Classification, Control and Appeal) Rules and the Railway Services (Classification, Control and Appeal) Rules rest on the authority of Section 241 of the Government of India Act, 1935 (Section 96-B of the previous Act). Class I comprises certain enumerated posts of high rank and each cadre of Class I service has a corresponding Class II service. The main distinction is that all first appointments to the former are made by the Governor-General in Council, while in respect of Class II, a lower authority is empowered to make the appointment. Class I and Class II officers generally enjoy gazetted status. "Subordinate Services" consist of posts carrying clerical, ministerial, executive or out-door duties whose incumbents do not enjoy gazetted status. "Inferior Services" comprise posts whose maximum pay does not exceed Rs. 30 and posts which are not classified as superior. The statutory rules link up the power of disciplinary control and the right of appeal against disciplinary orders with this system of classification of the services. It has been explained above (in paragraph 10 *supra*) when and how the description Class I and Class II came into vogue. Though the Indian classification is not *based* on the salary rates or the character of the work done, it reflects these elements also.

20. In some quarters, exception has been taken to the existing Indian classification on the ground that it is based on differences in the recruiting authority and to that extent perpetuates discriminations characteristic of the old régime. As long as the present constitutional set up continues in operation, this kind of differentiation is inevitable. Even under any new constitution that may come into existence, it is not unlikely that appointments to the higher posts will be made by higher authority, while appointments to the ranks will be made by subordinate authorities under some kind of delegated power. This differentiation cannot, therefore, be regarded as something objectionable in itself. In the statutory rules as they now stand, this classification is, as already stated, linked up with differences in privileges in respect of disciplinary action, right of appeal, etc.; and it will not be worthwhile disturbing the scheme by altering the classification unless—and except to the extent to which—a change seems *necessary*. We raised this question in our questionnaire (questions 1 and 2) mainly for two reasons:—(*i*) because the description "subordinate" and "inferior" services has been objected to as derogatory, and (*ii*) because an amalgamation of classes I and II into a single category of gazetted officers has been advocated in some quarters.

21. Various expressions have been suggested as substitutes for the words "subordinate" and "inferior"; but the suggestion which has received the widest support is that these categories may be described numerically by calling them classes III and IV respectively. This seems to us to be the most convenient course to adopt and we recommend accordingly. As we are recommending a substantial increase in the salaries of the lowest grades, the top limit of class IV services must be raised to Rs. 60 (instead of the present limit of Rs. 30 for the class of inferior services) so that in future class IV will include all posts whose maximum pay does not exceed Rs. 60 and which are not included under class III.

22. The adoption of the English classification into "administrative", "executive" and "clerical" has been recommended by some; but besides the fact that the recruitment system on which this is based in England does not correspond to the recruitment system here, there is the additional circumstance that it is far from easy in many cases to say whether a particular office in this country is "administrative" or "executive" because many officers discharge duties of both kinds. A novel nomenclature is not worth importing unless the advantage is clear.

23. We now turn to the question of amalgamating Classes I and II. As explained already, Class I comprises all the regularly organised Superior Services (*e.g.*, the Indian Audit and Accounts Service, the Imperial Customs Service, Income-tax Service) and certain miscellaneous posts of corresponding high rank, while Class II includes posts many of which are of the same nature as, and in practice interchangeable with, the junior posts of the services covered by Class I and also certain miscellaneous junior posts. All the posts in Class I are of gazetted status and so are the bulk of the posts in Class II. The latter class, however, includes some non-gazetted posts as well, and we shall deal separately with the treatment to be accorded to them. For our present purposes, these posts may be ignored.

It is necessary to explain that recruitment to Class I is made primarily through a competitive examination held by the Public Service Commission (and occasionally by selection by them) and to a lesser extent by promotion (with the concurrence of the Public Service Commission) from Class

II. Class II is also in many cases recruited through a competitive examination held by the Public Service Commission (or by selection by them). It is sometimes the same as the examination for Class I; those who stand high up in the list of successful candidates being taken to Class I and those comparatively low in the list to Class II. Often there is thus little difference in the qualifications and attainments of the two sets of recruits. The proportion of men promoted to Class II from lower ranks is, however, larger than in the case of promotions to Class I; in some departments, Class II is entirely filled by promotion.

24. The suggestion that these two classes may be amalgamated has been mainly based on the ground—(*i*) that the standard for recruitment to the two Classes is more or less the same, and (*ii*) that Class II officers are not only promoted to Class I posts but also in many cases hold charges not distinguishable from those held by junior officers of Class I and discharge similar duties even while remaining in Class II. As is only to be expected, the amalgamation proposal has been strongly supported by Class II officers; but it has been as strongly opposed not only by Class I officers but also by many senior officers and heads of departments to whom no personal motive or interest can be attributed. One argument of the latter group deserves to be noticed in particular. There is at present a fairly large proportion of promotions from the non-gazetted ranks to Class II. The heads of departments and senior officers referred to apprehend that the amalgamation would greatly retard such promotion for fear that the quality of the combined class may fall below the standard associated with the present Class I. It was pointed out that officers who came into Class II by promotion did so comparatively late in life; while their experience might be valuable for Class II work, they could not be expected to have the same initiative and quickness as the younger Class I officer and they might also lack his freshness of outlook. It is ordinarily to be expected that young men who enter Class I by direct recruitment will rise rapidly to the higher ranks of that service, while those who enter Class II by promotion after serving several years in the non-gazetted grades are hardly likely to serve many years in Class I posts even if they should be promoted to that grade. If the two classes were made into a single cadre, it would surely create embarrassing situations for the authorities concerned with the question of promotion if they had frequently to promote young officers over the heads of older men who had risen from the subordinate services.

25. In the Railway Services, though the Classification Rules contemplate the existence of two classes (Class I and Class II) of gazetted service, we gather that some railways, especially those under company management, have had only one class of officers some of whom enter the officers' class by direct recruitment while others come up by promotion. Where two classes existed, they have been known as the superior services and the lower gazetted service respectively. The superior service comprises a senior scale and a junior scale of officers' posts, and officers belonging to the lower gazetted service are promoted to a certain proportion of junior scale posts in the superior service. The lower gazetted service has long been pressing for the amalgamation of the two classes of gazetted service into a single category, mainly on the ground that many officers belonging to the lower gazetted service have in fact been discharging the same duties as are performed by junior scale officers of the superior service. The Railway Board and the Government seem some time ago to have expressed them-

selves in favour of such amalgamation. When the General Managers of the North-Western Railway and the B. B. & C. I. Railway appeared before us, they seemed to realise, in the course of their evidence, the disadvantage of combining into a single cadre a number of directly recruited young officers and a number of promoted older men and making the amalgamated cadre a large one. But the Chief Commissioner for Railways explained in the course of his evidence that the Railway Board and the Government were committed to the amalgamation proposal because it was not possible in the Railway administration to differentiate the duties to be allotted to the officers of the junior scale of the superior service from those to be assigned to members of the lower gazetted service.

From the Memorandum of the Coal Commissioner, it appears that posts in the State Railway Colliery Department have not been classified into Classes I and II and Subordinate and Inferior Services; but he adds that the posts can be so classified. Though he thinks that no modification in this classification is required, we prefer (for the reasons already stated) that Classes III and IV should be substituted for the heads "Subordinate" and "Inferior" Services.

26. In the Posts and Telegraphs Department, we understand that the position is by no means uniform in all sections. For the gazetted ranks of the postal side, direct recruitment seems to be made only to the cadre of Superintendents of Post Offices. Though the selection is made on the results of the same examination as is held for recruitment to Class I Services, the Superintendent of Post Offices has been classified only as a Class II officer. Class I offices on the postal side seem to be filled up entirely by promotion. On the telegraph side, we were informed that there was no direct recruitment at all to Class I offices in the Traffic branch, but a large proportion of Class I posts (of Assistant Divisional Engineers) on the Engineering side is stated to be filled by direct recruitment. Suggestions have been made to us that all or at least some Superintendents of Post Offices should be classed as Class I officers. On the other hand, it has been recommended that the distinction between Class I and Class II should be abolished. We shall consider these suggestions in the Section dealing with those Services. We refer to them here only as illustrating the anomalous position now existing in certain departments.

27. The civilian posts at Defence Headquarters do not so far appear to have been regularly classified. It seems desirable and convenient that they too should be classified in the same way as similar posts in the regular Civil Service. This is the view expressed by Brigadier Hunt in his reply to our questionnaire. The Ordnance factories' personnel seem to be divided into gazetted, non-gazetted and clerical grades; but it has been pointed out by the Wilmot Committee that considerable inconvenience results from a situation in which they are not *automatically* governed by rules applicable to similar individuals in civil employ. In the Memorandum forwarded to us by the Director-General of Ordnance Factories, it was accordingly stated that "The present highly unsatisfactory position cannot be permitted to continue and the remedy lies in classifying the gazetted and non-gazetted officers in appropriate classes of the Central Services". In another note, it has been suggested that three classes or categories should be sufficient, covering respectively gazetted officers, non-gazetted supervisory staff (possibly including some of those supervisory staff who are now described as temporary establishment) and lastly workmen and menials. The

Master-General of Ordnance stated in his reply to our questionnaire that only two broad classes are necessary, namely, gazetted and non-gazetted. Sub-divisions in these classes, he thought, could be defined in terms of pay. When he appeared before us to give evidence, we put it to him whether it would not be better to have two classes (I and II) instead of one in the gazetted service since the two groups normally catered for different levels of responsibility and comprised personnel recruited at different ages and through different channels, direct recruitment being the normal practice in the case of Class I and promotions the general rule in the case of Class II. He admitted that his original suggestion might be considered to have erred on the side of over-simplification.

28. When the question was considered at the Conference of Provincial representatives, the opinion expressed by most of the representatives was that it was desirable to retain the distinction between Classes I and II, but it was added that a fair percentage of officers of Class II must be promoted to Class I. Many of the representatives were of the opinion that such promotion should take place fairly early in the career of an officer; some thought that the proportion of officers to be promoted to Class I from Class II might be as high as 50 per cent., while others felt that it would be better to fix it as somewhere between 25 and 35 per cent. The representative from the North-West Frontier Province wished to make it clear that the number of officers to be promoted from Class II to Class I should not be fixed by way of any definite reservation, as that might either deprive deserving officers of their chances of promotion if reserved places were not available at a particular time or necessitate the promotion of undeserving people to make up the reserved number. Where and to the extent to which recruitment to Class II is to be by a competitive examination, it was felt that this should be by a separate examination with a different standard from that prescribed for recruitment to Class I.

29. We have felt great hesitation in coming to a decision on this question of classification. We see the force of the argument mentioned in paragraph 24. Many of us are inclined to share the view of Provincial Governments that the two classes may be conveniently kept separate. It is all to the good that there should be a certain fluidity as between the two categories, but as long as it is considered desirable to retain a system of direct and independent recruitment to a large proportion of the posts in Class I, there is much to be said for the retention of the classification of the gazetted services into Class I and Class II. The reason assigned by the Islington Commission in favour of the creation of Class II still remains true and good, namely, that while there is a large body of work of a less important character to be done, though of a kind which cannot be performed by a subordinate agency (*i.e.*, by a non-gazetted officer), it would be extravagant to recruit officers to do it on the terms required to obtain men for a higher class of duty (*i.e.*, Class I men). It may happen that officers recruited to Class I will, during their earlier years of service and as part of their training, discharge duties of the kind allotted to Class II officers, but Class II must also have a permanent strength of its own. Further, the existence of Class II Service ensured a better prospect of promotion for subordinates, since, in many cases, this Service was entirely recruited from subordinates, while in other cases there was a reservation up to 50 per cent. for subordinates. If the present reservation for promotion to Class I from Class II be considerably increased, it might either tend to lower the standard of Class I or, if quality was insisted on, diminish the prospects of older persons getting even into Class II.

Some members of the Commission, however, feel that so long as the duties performed by officers are the same or are of a corresponding character, it would be difficult to justify the retention of the existing distinction which they are inclined to think is merely a legacy of the past and a reflection of the distinction which existed previous to the Indianisation of the Services. They are impressed with the fact that the quality of the recruits now entering the Class II Services is often quite as high as those of persons joining Class I. They are sometimes recruited on the results of the same examination. Even as regards those promoted from the subordinate services, it should be mentioned that as a result of the rapid growth of higher education during the past 30 years, the subordinate services now contain a good proportion of highly qualified young men. It may be added that in some of the bigger departments the higher ranks of the subordinate services are partly filled by direct recruitment from among those who appeared for the examination for recruitment to Class I Services but narrowly missed being selected for that class. If promotions of deserving men are normally made fairly early in their career as suggested by Provincial representatives, there may not be much risk of the quality of the combined class falling below the standard associated with the present Class I, and the administrative difficulties apprehended by certain heads of departments may not also arise. Further, inasmuch as the proportion of gazetted posts in Class I open for promotion to present gazetted Class II officers will in any case have to be increased in future, the share available to deserving older men in subordinate services (the chances of whose promotion to higher posts in Class I would normally be little on account of their age and, incidentally, whose promotion to Class I would not consequently affect the quality of Class I) need not necessarily suffer. As regards the argument of economy, the remedy, in the opinion of these members of the Commission, lies largely in the direction of redistribution of duties or reorganisation of the department and cadres concerned generally. The anomalous position in the several departments as explained in the foregoing paragraphs is also a source of much grievance, and in the interests of a contented public service some uniformity is necessary in the matter. These members would therefore suggest that all posts on the cadre of Class II Services where the duties are indistinguishable from those discharged by members of Class I Services should be merged in the junior scale of Class I. And, unless there is any insuperable objection, the remaining gazetted posts in Class II Service might also be included in Class I under one or more separate grades, the resulting position being not dissimiliar to that of Class III which comprises a number of scales.

The inclination of the majority of members, however, was that it was desirable to retain the two classes; but, in departments where the differentiation between the two classes was not necessary or possible, either because of the mode of recruitment or because of the difficulty of distinguishing between the importance and responsibility of the duties respectively performed by Class I and Class II officers, the two-fold classification may be dispensed with and the two groups treated as one gazetted service. On the question of the promotion of officers from Class II to Class I, we shall have some observations to make when we deal with the general question of promotions.

30. There was a general feeling that the present list of Class II offices required revision, with a view to promoting some of the posts to Class I or removing some to Class III. Claims and suggestions have been made before us that certain officers deserved a gazetted status and as such inclusion in

Class II and that certain other officers now included in Class II deserved to be included in Class I. When this question of revision of the lists was mooted at the Conference of Provincial representatives, the matter was recognised as one of some importance because of its bearing upon the dignity of officers; but the general feeling was that it would be best to leave it to each administration to decide what classes of officers should be awarded gazetted status and in what class the various officers were to be placed. We are inclined to agree with this view.

31. Some of the witnesses from the Scientific Departments have supported the amalgamation proposal as calculated to create a greater *esprit de corps* among fellow workers and remove the stigma of inequality. Those who belonged to Class II resented the necessity of having to submit to a competitive selection (at which even outsiders might compete with them) before they could obtain Class I posts. Even if this grievance be genuine, it seems to us that the best interests of the Service require the possibility of outsiders possessing the requisite ability and qualification competing directly for recruitment to Class I posts. The very existence of such a competition will serve as an incentive to Class II officers to continue to keep themselves fit. The claim that the age limit should be relaxed in favour of those who have already entered Class II Service when they seek to compete for Class I posts deserves consideration and we shall deal with it when we deal with the question of promotions generally.

32. A suggestion for the creation of something in the nature of a Central Scientific Service was made in one form or another by some witnesses belonging to the Scientific Services. It was claimed that this would help to achieve two purposes:—(i) ensure the proper direction and co-ordination of the activities of the various scientists who must in the near future be employed in increasing numbers in pursuance of the research and production drive of the Indian Government, and (ii) improve the status and emoluments of scientists in the service of the State and introduce a uniformity of status and emoluments as between the different Scientific departments. It was also suggested that this Service should be placed in charge of a separate Minister, preferably a scientist himself, or the Minister in Charge must be helped and advised by a Council of Scientists. The Director-General of Meteorology referred in this connection to the recommendations of the Barlow Committee in the United Kingdom and the formation of the British Scientific Civil Service. He stressed the value of free interchange of personnel between all Government Scientific Departments and Institutions as well as the Universities. While we agree that in the India of the future scientists should be given their proper place, we cannot overlook the difference between conditions in the United Kingdom and conditions in India. The reorganisation proposals made by the Maxwell Committee include a suggestion that the Scientific Departments may be placed in charge of a Secretary and that his charge may include agricultural research and central research in medical and other subjects dealt with in the Development Department. This is not a matter on which it is for us to pronounce any opinion; but we may observe that there is much to be said in favour of the suggestion that all the Scientific Services under the Central Government should, as far as possible, be dealt with uniformly, due regard being, however, paid to the special requirements and responsibilities of particular sections or posts. It does not, however, seem practicable to adopt the suggestion that all the Scientific Services should be constituted into a single cadre for purposes of promotion. It was recognised that no trans-

fer of officers from one line of scientific work to another was practicable and also that the scientists working in each Department had to be under the administrative control of the head of that department.

33. Some members of the Scientific and Technical Departments have suggested that Classes I and II of the Services may be sub-divided into "administrative" (or "executive") and "scientific" (or "technical"). This seemed to be the result of a feeling that the Scientific and Technical Departments have so far received much less consideration than they deserved; and they apparently hoped that a definite recognition of their class in the classification scheme might emphasise their importance. We see no objection to this course. Classes III and IV may similarly be sub-divided in various ways, according to the requirements of each Department, *e.g.*, into "executive", "clerical", "scientific", "technical" or "clerical". "manipulative", "artisan", "messengerial" and so on. Such sub-division will, however, carry no particular legal or material consequences.

B.—The Pay Structure

34. Nearly all the replies to our questionnaire agree in condemning the present pay structure relating to the Central Services as unnecessarily complicated and in suggesting that it requires simplification. The main purpose of the criticism has been to insist on the desirability of reducing the number of pay scales and of providing as far as possible for uniformity of scales of pay as between different posts of the same nature and responsibility though pertaining to different departments and for some correlation between the scales of pay adopted by the Provincial Governments and those prescribed for the Central Services. The objectors urge that the rule should be equal pay for equal work. The fairness of the objection may be conceded; but the practical application of the principle of equality is not always easy. It will be futile to seek a common denominator in a comparison between administrative services on the one hand and the scientific and technical services on the other, or between those engaged in office work and those engaged in field work, in a factory or on an engine. Even in the ministerial grades, clerical work in the different departments differs in quality and value and in many cases the difference may be too great to be met merely by a variation in the proportion of higher to lower posts. In the words of the Tomlin Commission, unnecessary differences between departments in regard to grading and organisation should, no doubt, be avoided, and it may sometimes be advisable to ignore minor differences in order to avoid unnecessary differences in organisation. But (like them) we feel that absolute uniformity may not be possible of attainment, and a certain measure of elasticity must be allowed. The Tomlin Commission felt that even an attempt to fix a uniform bottom scale would be open to the objection that the rate fixed would be too high in regard to the quality of the work performed in some departments and too low in regard to the quality of the work performed in other departments. The most that can be said is that it is undesirable to differentiate too precisely between posts the duties of which differed but little.

35. We have been invited by some witnesses to adopt a method which was claimed to be scientific and was stated to be coming into vogue in America—the process known as "job evaluation". Under this system, points are assigned in respect of the skill, effort, responsibility and other conditions involved in, or relating to, each job, and by totalling the point values of all the factors the relative point value for each job is sought to

be attained. By a comparative study of the salaries or wages paid in certain given jobs, a factor is obtained to convert the point value of each job into money value. This, it was said, would be the best way of establishing a due proportion between basic rates of pay for different jobs. We do not pause to examine this method. We shall only observe that it seems to us too elaborate to be of any use here at the present juncture. The job factors and point values are, by no means, easy to fix with any approach to accuracy or comprehensiveness and the assignment of a money value to the points must, in the last resort, be only conventional or arbitrary. Even in America, the method still seems to be only an experiment tried in some industrial and special undertakings and does not appear to have been generally adopted by the State as the normal procedure for fixing the emoluments of public servants.

36. In this connection, we have to emphasise the fact that even uniformity of pay will not establish equality; the prospects of promotion and other advantages which differ from department to department are factors of equal importance. This has naturally been insisted on before us. While we recognise the desirability of avoiding blind alleys as far as possible and providing a "reasonable career" to every one who enters the public service, it will not be possible to provide equal chances of promotion in all lines or even in all sections of any one Service, *e.g.*, the Railways. Certain expedients can, however, minimise the hardships arising from such differences. It may not on the whole be bad economy slightly to increase the posts open to promotion beyond the number dictated merely by the work to be done, so as to give the lower grades a "continuous feeling of opportunity". Cadres may to a certain extent be combined to facilitate interdepartmental transfers. Facilities and encouragement may be given to employees, especially in their early years, to get transfers to departments affording better avenues of promotion. The scale of pay may be fixed on more generous lines in sections where prospects of promotion are limited.

37. Two particular instances of disparity which have been severely criticised require special notice, namely, (i) the difference between the scales of pay applicable to the staff of the Central Secretariat and the scales fixed for similar posts in what are known as the attached and the subordinate offices; and (ii) the difference in pay between employees remunerated according to the revised scales of 1931-33 and those who are still paid according to the old scales. It will be convenient to deal with the first when we deal with the Secretariat Departments. We may here refer to the second.

38. In paragraph 14 *supra*, we have explained how it came about that in respect of the same Service, the revised scale of pay was applied to post-1931 entrants and the pre-existing scales continued for those who had already entered service. Those governed by the new scales have naturally complained against this arrangement and have asked for its abolition. The continuance of the old scale to those who had already entered service was based partly on considerations of fairness and partly on the interpretation of F. R. 22. It has been urged that the differential treatment thus introduced is anything but fair and the correctness of the interpretation placed on F. R. 22 has also been challenged. On the other hand, some of the senior officers who replied to our questionnaire or appeared before us were of the opinion that it would not be fair to upset the old arrangement as regards the pre-1931 servicemen. We do not propose to go into the merits

of this controversy. The basis of our recommendation naturally is that, in our opinion, the scales we have suggested are fair remuneration for the several posts concerned. Whether certain persons occupying or promoted to those posts should be paid higher rates of pay on the ground that they are so entitled because they had entered service prior to July 1931 is a question of policy which we leave to the Government to decide. But independently of any course which Government may adopt, the course that we propose will minimise the disparity to a very great extent. The pre-1931 scales were fixed at a time when the cost of living index was not lower than the hypothetical index (of 160 to 175) that we are adopting as the datum line with reference to which basic salaries for the future are to be fixed. In this view, it will not be generally necessary to increase the basic pay of those who are drawing their pay under the old scales—particularly in the higher grades of the Services. As post-1931 entrants will draw future pay in accordance with the improved scales that we are recommending, the disparity will be greatly reduced.

39. Members belonging to the scientific and technical services have contended that the administrative services are better paid than their own, whereas the reverse must be the case in view of the time, trouble and cost involved in their acquiring scientific or technical qualifications. This complaint is, to a certain extent, well-founded. But, we see no justification for the claim that a large number of highly paid posts should be created for the purpose of providing sufficient opportunities for promotion to the officers joining these Services (see observations in paragraphs 192 to 202 of the Tomlin Commission Report). The most that can be done —and we think that it is fair—is to prescribe a decent minimum or starting salary for these services, so as to attract men of high academic qualifications and the requisite experience and provide a better time-scale to make up for inadequacy of chances of promotion. We see no objection to certain posts being classified as senior scale posts and certain posts being classified as junior scale posts in Class I for these services. Two other claims put forward by the scientists deserve to be noted; but they involve matters of policy which it is for the Government to consider and determine. One was that a certain number of Secretariat posts should be filled by scientists so as to give them a greater control over the organisation and work of the Scientific Departments (see paragraphs 181 and 182 of the Tomlin Commission Report); the other demanded the greater association of an expert body of scientists in making recruitments to the Scientific Services.

40. As between the administrative services *inter se* and as between technical or scientific services *inter se*, complaints of disparity have also been urged. For instance, one claim is that the members of the income-tax, customs and excise departments should be treated alike; another is that engineering officers, whether belonging to the public works or to the railways or to the telegraphs department, should be treated alike. Chemists attached to the Railways, to the Central Board of Revenue, to the Geological Department and to the Alipore Test House respectively have drawn our attention to the different scales of pay prevailing in these departments. In the new scales that we propose, we have tried our best to remedy such anomalies.

41. *Central Service scales and Provincial Service scales.*—It has never been doubted that there should be all-India scales for the higher grades of officers belonging to the Central Service and also for officers who are liable to be transferred to any part of the country. It has also been agreed that in the case of such officers the scales of pay should be so fixed as to

allow for the greater expenditure that they might be obliged to incur as a result of their transfers. They may often be obliged to maintain more than one establishment or leave their children in a different place from their own station for purposes of education. Account must also be taken of the expenses they may have to incur in visiting their homes and near relatives from time to time. It has been rightly insisted on that public employees in the lower levels of pay should as far as possible not be transferred out of their Provinces. Public servants who though belonging to the Central Services are not expected to be transferred out of the Provinces where they enter service do not stand on the same footing as transferable officers.

Three views have been put forward in respect of the pay scales to be fixed for non-transferable employees:—(i) that there should be uniform all-India scales even for such people, allowance being made for the higher cost of living in certain places in the form of "local allowances". This expression "local allowances" is ambiguous. It may mean local allowances for costly cities like Bombay, Calcutta, etc.; this will be one thing. It may also signify local allowances for large areas or even for a whole Province, as for instance when such allowance is claimed on the ground that life in the Punjab is more costly or the standard of living there is higher than in Bihar or in Madras; this is a very different thing. It is analogous to the zonal system adopted by the Posts and Telegraphs Department. The local allowances we intend to provide for are allowances only of the former kind, that is, for specially costly cities. (ii) another view is that the pay of Central servants serving in the several Provinces should be identical with or bear as close a relation as possible to the pay of Provincial Government servants of the same category in the same area. This is the view favoured by the Provincial administrations. (iii) a third view is that Central scales should generally be somewhat higher than Provincial scales so as to attract a better type of recruits to the Central Service. Provincial administrations seem to feel that this last course will place them at a disadvantage, especially in recruiting technical personnel for their post-war projects.

Many witnesses stated that the economic levels and the financial resources of the different Provinces differ so widely that it would be unwise to insist on uniformity as between Central scales and Provincial scales of pay. Whatever might have been the position in the past, conditions existing today do not justify the view that the cost of living differs very much between one part of India and another, apart from particular cities. But it seems to be true that by a continued tradition, standards of living are much lower in certain parts of the country than elsewhere. In certain areas, educated men were available for Government service in much larger numbers than in other parts of the country and the Government of the day took full advantage of the law of demand and supply to keep down the salary levels in places where recruits were available in large numbers. In the same way, local differences in the wage levels of the working classes were reflected in the pay of the lower grades of the Services. It is no part of our function, nor does it lie in our power, to bring about uniformity as between different Provincial Governments in respect of their scales of pay to their own employees. But it has been strongly pressed on us that the Central Government should not take advantage of these circumstances in determining the scales to be fixed for its own employees working in different Provinces. We concur in this view. Subordinate officers belonging to Services which are organised in circles (not always coterminous with the boundaries of Provinces) must *a fortiori* be governed by the same principle.

C.—Pay Rates and Pay Scales

42. *Case for increase of salaries.*—Several reasons have been urged as calling for and justifying an enhancement of the existing scales of salaries. It has been stated that in recent years there have been deterioration in the calibre of the Services and difficulties in getting suitable recruits on the present scales (with the result that many vacancies have remained unfilled) and that people who have entered the Service are leaving it, as they have been able to get better terms elsewhere. We have not had time to examine the statistics required to substantiate or to refute these statements. Assuming them to be true to any extent, we are not satisfied that it will be right to attribute them wholly to the unattractiveness of the present scales of salaries offered by Government. Happenings of the last five or six years must be judged in the light of the abnormal conditions created by the war and it will be incorrect to assume that the same tendencies will continue in the future. For instance, the alleged detericration in the calibre of the Services must to a large extent be due to the admitted fact that during war time a very large number of persons had to be recruited without insisting upon a proper standard of qualifications and that many persons had to be promoted to high offices long before they had become fit for the same. The difficulty of finding recruits is to a certain extent accounted for by the large numbers required during war time and also by the fact that the war departments were able to attract many young men by offering more attractive terms than the ordinary civil service. The same circumstance will also account for servicemen leaving the service. There is also the fact that business and industrial activity very greatly expanded during the war; and as businessmen were making large profits they were for the time being able to offer terms far more generous than those offered by the Government. We are not therefore persuaded that the indications above referred to establish that Government service has become unattractive and that salaries must be increased with a view to counteract this tendency.

The justification for an increase of salaries lies, in our opinion, mainly in the change in economic conditions, so far as such change may be regarded as more or less permanent. In the lower grades of the Services, we think there is an additional reason justifying an increase of emoluments, namely, the necessity of enabling that class of public servants to raise their standard of living to a tolerable extent. To determine the classes or cases in respect of which an increase of salary is required on the above grounds and the extent to which an increase is called for, it would be desirable to consider each of the following cases separately:—

(i) posts in respect of which the pre-1931 scales of pay still continue to be drawn;

(ii) posts in respect of which pay is drawn according to the revised scales;

(iii) posts which have been created between 1931 and 1939; and

(iv) posts created during the war.

The third and the fourth of the above categories may be briefly disposed of. The third, namely, posts created between 1931 and 1939, seem generally to have been assigned salaries which were considered appropriate in the light of the then prevailing low level of prices. *Prima facie*, they require revision in the light of the new conditions of today. To a large extent, they will be governed by the observations which we propose to make

in respect of the second category that is, posts governed by the revised scales of 1931-33, because, as we have already stated, the revised scales of 1931-33 effected a drastic reduction on the ground of financial necessity and low prices. We understand that in respect of both these categories, improvements have in some instances been effected during the war years. We shall have due regard to such improvements in making our recommendations in respect of these categories of posts. As regards the fourth category, that is, posts created during the war, especially during the later stages of the war, such information as we have leads us to think that their scales of pay have been fixed generally in the light of the new conditions created by the war and in some instances their scales seem to have been fixed even unduly high in view of their supposed urgency or importance. As regards the first category, namely, cases in which persons who entered service before 1931, continue to draw salaries according to the old scales, we propose to proceed on the footing that (as admitted by many witnesses before us) the pre-1931 scales were adequate in the intermediate grades and in the higher grades generous even when considered in relation to the level of prices then prevailing. Between 1923 and 1928, the cost of living index stood as follows:—

1923-24	155
1924-25	158
1925-26	154
1926-27	155
1927-28	149

taking 1934-35 to be 100 (see Rao Committee Report, paragraph 22). During 1920, 1921 and 1922, the price levels and the cost of living were even higher than during 1923. Salaries fixed or revised during this period may therefore be *generally* presumed to be adequate even with reference to the cost of living index of 160—175 which we are assuming as the level with reference to which basic pay for the future should be fixed. But we feel that even during this period the lower grades of the Services did not receive a fair deal. A strict adherence to the law of demand and supply on the part of the Government and the acceptance of a low standard of life by the employees seem to have resulted in the fixation of their pay at such a low level that it would not have been possible for those classes of employees to reach a standard which would be accepted as even tolerable by the modern social conscience. The old scales of pay, therefore, require upgrading in respect of these categories. The second of the above categories, namely, posts held under the revised scales of pay, may be subdivided into posts belonging to the higher ranks of the Service and those belonging to the lower ranks. As regards the latter, an upgrading is obviously called for. As regards the former, the attempt at upgrading must be limited in the light of the observations we propose to make as to the maximum salaries permissible to public servants in this country (see paragraphs 52 to 54).

43. *Principles of salary determination.*—The broad principle enunciated by the Islington Commission as the true standard for fixing public salaries has heretofore been accepted by the Government in this country as a safe guide; but the principle—which itself was to a certain extent an improvement on the test till then adopted in England (as to which see Colston Shepherd's book on "The fixing of wages in Government employment")—has been criticised as Ricardian in spirit and based on the capitalistic outlook of the 19th century. The economic society in

which we live and more so, the economic society which we wish to see established require, it has been said, a new approach to the problem of public salaries. Questions 3 to 8 of our questionnaire accordingly sought to elicit opinion on this problem. The replies have indicated various aspects and factors as appropriate to be considered in any attempt to fix the salaries of civil servants. To take only a few examples, Dr. Gadgil (Director of the Gokhale Institute of Politics and Economics, Poona) who kindly favoured us with a Memorandum and also appeared before us, considers that the Commission should use this opportunity to remould the whole pattern of income distribution in this country. The social policy which we may adopt in fixing the salary scales of public officials will, he says, also dictate the allowance to be made on the same account in the measurement of industrial or other costs. He insists on a policy which will promote "comparative equality of distribution". We shall refer to his views at greater length when dealing with the question of maximum salary. Some associations of employees—particularly those of the Posts and Telegraphs Services—have propounded a scheme avowedly based on the theory of social justice and security and on the principle of "giving to each according to his needs". Some publicists and nearly all the members of the Subordinate Services have taken strong exception to the high salaries paid to men in the higher ranks of the Services and condemned the great disparity that now exists between the maximum and minimum salaries. The discussion has clearly brought out the conflict between ethical and economic principles.

We have given anxious and careful thought to the problem. We recognise that even if wages in private employment could be allowed to be fixed by pure bargaining—but this too is no longer the case—the application of some "moral principle" is expected, when the Government happens to be the employer. We must also recognise that wage conditions reflect in a large measure the political development at which a community has arrived. It is common knowledge that people in India (as elsewhere) have of late been influenced by the trend towards socialism. Experience of war service and high wages paid during the war have created a ferment and a changed outlook. Classes who were hitherto content to accept their lot now show an intolerance of unsatisfactory conditions of work and an increased desire to improve their standard of living. The sufferings of the humbler classes of public servants during the war years have created in their mind a bitterness which belated and grudging measures of relief have not by any means helped to assuage. The growth of Trade Unionism in the services is in great measure due to the feeling that they were being ill-paid and exploited. The appointment of this Commission and the prospect of impending political changes have led the Services to form vague expectations of a new order. It is against this background that their claims for enhanced remuneration, for better treatment and for improved conditions of service have to be viewed. We appreciate their aspirations, sympathise with their longings, and take full cognisance of the new trends. But we feel that our recommendations have to be made within the framework of the existing socio-economic structure.

Any attempt to remedy social inequalities or to change the pattern of economic distribution must be *directly* made by the State, by measures that will embrace all classes of subjects. While we do not deny the possible indirect effects of public salaries on private business, it seems to us unfair and undesirable to reduce the salaries of public servants below

a certain level while leaving private business alone. The principle of giving to each man according to his needs can be fairly applied only if its counterpart of "taking from each man according to his means" is also simultaneously enforced; this will show that these principles form part of the regulation of the relationship of the State to the *citizen* generally and not of the determination of the relationship of the State (as employer) to its *employees*, the public servant. While it is true that business considerations are not paramount in the running of a Government, the influence of the law of demand and supply cannot be wholly ignored in fixing the salaries of public servants. The fairness and adequacy of the salary proposed must be judged from the standpoint not only of the employee but also of the employer and of the community.

44. We are thus led to think that the test formulated by the Islington Commission has only to be liberally interpreted to suit the conditions of the present day and to be qualified by the condition that in no case should a man's pay be less than a living wage. In its practical application, the general principle enunciated by them has to be amplified or supplemented by other ways of stating the test. The general educational qualifications expected of candidates as well as special qualifications and training required of the holders of particular offices are of course important considerations. Even more important is the nature of the duty and responsibility of the office. Great stress has been laid on the necessity of enabling the holder of an office to maintain its status and dignity. Though this cannot be made a fetish of in this democratic age, it cannot be wholly ignored. Some officers have insisted on the need for keeping public servants beyond temptation; this is true, if it means keeping them reasonably above want. But it will be too much to assert that high salaries are by themselves absolute safeguards against corruption. While it may be generally agreed that the market value test may not always be available—and it may not even be the proper test if exclusively applied—it is only reasonable that so far as practicable, a "fair relativity" should be maintained between the rates of pay of certain classes of civil servants and comparable outside rates, the parity being judged only with reference to long-term trends in wage levels in the country.

45. At the time the Islington Commission made their report, they thought that with the exception of law and medicine there was no calling outside Government service the average earnings of which could be taken as an indication of the kind of salary which Government should pay in order to obtain services of the required type. "The Government" they said "was practically in the position of a monopolist employer, unembarrassed by a trade union, supplied with an abundant labour market and thus free to fix his own rate". This is certainly not the position today. Many departmental heads have in their replies and in their evidence stressed the difficulty of obtaining suitable recruits on the terms hitherto offered. Of late, trade unions have become better organised and more active. As to salaries paid by private employers, we certainly have more materials now than was available 30 or 40 years ago and a comparison is instructive. The report of the Meston Committee [pages 74 (a) and 75 (a)] contains the answers given by some private firms as to what they paid to their employees in those days. The "Babu staff" was then started on Rs. 15 or 20 per mensem with prospects of rising to Rs. 250. The pay of a "Babu" of 12 years' service and upwards was said to run from Rs. 40 to Rs. 120. In exceptional cases, an Indian might have

risen to Rs. 400 a month; if he had scientific or engineering qualifications, he would have earned Rs. 100 to 500 per mensem. The information kindly furnished to us by businessmen and business concerns shows that in the bigger cities the starting pay of a clerk is now generally about Rs. 60 per mensem (besides dearness allowance and other advantages) and after 20 or 25 years of service a "reasonably efficient person doing purely clerical work not requiring any special qualifications nor carrying with it any special responsibilities" may expect to reach a maximum of Rs. 175 to 200. The scale of pay fixed by the Reserve Bank for its clerks was more or less similar and the Bank recently revised their scale by a very substantial addition. Holders of important administrative posts in leading private concerns seem to get salaries ranging between Rs. 600 and Rs. 3,000 per mensem, according to age and qualifications; and holders of scientific and technical posts appear to be paid quite as well, if not more. An analysis of the income-tax returns for the year ended March 1946 shows that the number of persons in non-Government service with incomes amounting to Rs. 15.000, 20,000, 25,000, 30,000 and 40,000 per annum were 2,480, 1,512, 1,052, 1,016 and 462 respectively; a proportion of these must be Indians. While it is true that the State as employer should not take undue advantage of the law of supply and demand, especially in fixing salaries in the lower grades of the service, it cannot ignore the extent of the outside demand for particular classes of service when there is such demand.

46. *Living wage.*—The theory that the State should be a "model employer" has often been appealed to: it may be useful as enunciating an ideal and as insisting that the State should *lead* and not merely follow the private employer; but it is too vague to furnish a practical test. It will not be fair to the country to encourage a claim by civil servants to be treated better than their fellow countrymen (Tomlin Commission's Report, paragraph 312). But a Government which proposes to sponsor minimum wage legislation for private industry must be ready to give the benefit of that principle to its own employees. Much of our time and attention has therefore been devoted to the discussion of the question of a "living wage" or "minimum wage". The results of the application of the minimum wage theory to the working classes have latterly been frequently discussed in this country. In an enquiry held in 1940, the Rao Committee came to the conclusion that Rs. 35, 30 and 25 per mensem represented the subsistence levels for a family of three consumption units in a city like Bombay, in urban areas and in semi-urban areas respectively, according to pre-war prices. Mr. Justice Rajadhyaksha who adjudicated on the dispute between the Government and the Postal staff, in the middle of 1946, was of the opinion that an average working class family in India comprised more than three consumption units. Even on the three units basis, he came to the conclusion that Rs. 65—70 per mensem represented the minimum requirements of an average working class family in Bombay according to the prices prevailing in 1946. In less expensive areas (referred to by him as "B" class areas, according to the classification adopted by the Postal Department), Rs. 55—60 represented this minimum. It has always been recognised that the cost of living of a middle class family is higher than that of a working class family; taking this excess to be about 80 per cent., Mr. Justice Rajadhyaksha came to the conclusion that the cost of living of an average lower middle class family at the present level of prices must be between Rs. 120 and Rs. 125 in places like Calcutta and Bombay and between Rs. 100 and Rs. 105 in

cheaper areas. At the Provincial Representatives' Conference, the Bengal representative stated that as a result of enquiries about the cost of living among *Bhadralog* (middle) class outside the city of Calcutta, the Bengal Government had been given to understand that Rs. 80 to 85 was considered a living wage for families of that class. Reliance has naturally been placed on these findings by the service associations, in their claims before us.

47. As already stated, one section of the Posts and Telegraphs employees invoked the principle of social justice and they claimed that the lowest pay of any Government servant should be Rs. 55 for a cost of living index of 180 and the minimum wage for a middle class family should be Rs. 84 on the same index. This claim, according to them, represented the needs of a family of two units and they, therefore, asked that for every addition to the family, the employee should be paid a family allowance. They asked for free housing and free medical aid, for recreation and leisure facilities and for allowances for the education of their children. They further claimed that for every rise of ten points above 180 in the cost of living index, a dearness allowance of Rs. 4-8-0 and Rs. 3 should be paid to middle class and working class employees respectively. Another section of Postal employees demanded that on a cost of living index of 180, the pay of the lowest grade in the Postal Department (like that of Runners, Packers, Porters, &c.)—with the exemption of Boy peons, Boy messengers and the like—should be Rs. 70 per mensem and for the average Postman it should be Rs. 85. A third group claimed that on a cost of living index of 175, the lowest pay of an employee should be Rs. 50 per mensem and that dearness allowance should be paid to neutralise any further rise in the level of prices. The two latter groups did not add a claim for family allowances with reference to increase in the number of members in the family. On behalf of the Railwaymen's Federation, Rs. 36 was claimed as the minimum wage on the pre-war level of prices. This would bring their claim to something like Rs. 80 per mensem on the present price level. Workmen employed under the Central Public Works' Department in Delhi demanded a minimum salary of Rs. 80 per mensem, besides dearness allowance of Rs. 45 in view of the present high cost of living. We have no desire to criticise these claims; indeed we fervently hope that sooner or later—the sooner the better—it may be possible for the Indian administration to pay its employees on something like the above bases; but the question for our consideration is whether the administration can be asked to do so now or in the immediate future.

48. Certain writers who have discussed the subject have held that on the pre-war level of prices, Rs. 30 per mensem would have represented the standard minimum required by a working class family of three consumption units in certain parts of India. In other parts of the country, where climatic conditions are milder throughout the year, the amount might be somewhat smaller (see Dr. Radhakamal Mookerjee's "Indian Working Class", pages 161—172, where several relevant data and opinions have been collected). The calculation is, however, largely hypothetical. The application of the minimum wage rule has always been recognised to be subject to limitations imposed by the general economy of the country. It may be applied to correct inequalities in the distribution system but not in disregard of the total production capacity of the country or without reference to the national income. Even the representatives of the Postal and Railway Employees' Federations recognised this in the course of the discussion before us. In the words of the authors of the Bombay Plan,

"no system of distribution however meticulously framed will help to raise the standard of living unless production is increased". How many of India's millions can today aspire to a physiologically adequate diet?

Nutrition and health standards are affected both by the size and by the distribution of the total national income. Hence nutrition standards can be improved only by improvement of the total national income simultaneously with the adoption of policies tending towards its redistribution in favour of lower income classes. (See Worker's Nutrition and the Social Policy, I.L.O. 1936, page 114.) The State is as much the trustee of the interests of every one of its subjects as of the interests of its employees, and it will not be justified in imposing an unduly heavy burden of taxation on its subjects to raise money to pay its employees liberally; for by doing so, it will be making it more difficult for the average citizen to get anywhere near a living wage for himself. We are nevertheless convinced that the State must now take some step forward in the direction of giving effect to the "living wage" principle in dealing with its employees. The question is, to what extent. What the Bombay Plan lays down for industry is a counsel that the State also cannot afford to ignore—*viz.*, that in the initial stages, the minimum wages should be related to the normal wage level prevailing in the country, but it must be revised from time to time till it corresponds with a reasonable standard of living. Dr. Mookerjee cites Sir John Orr to show that even in Great Britain there are marked deficiencies between current wages and the standards of the minimum wage, and he recommends that in India a cautious beginning should be made in laying down minimum wage standards.

The "standard of living" like the "poverty line" is to a large extent a "relative" conception. It reflects national conceptions and these are, in turn, shaped by the national income. The poverty line may be drawn at the point below which an individual would be under-nourished or it may be drawn well above the nutritional minimum, at a point where a choice of diet and the chance of some cultural life or recreation will also be possible. We think that at present we can only aspire to rise above the "poverty line" in the first sense. According to recent calculations, the annual *per capita* income in India, even during the most favourable periods, has been much below Rs. 100. Anything like a general advancement of the remuneration rates of the public services must depend upon the general increase in public wealth (See Gladden "The Civil Services, its problems and future", 1945, page 133). The power of a family to live up to a certain level of nutrition may be secured not only by improving its money income but also by increasing the purchasing power of the money it gets. The latter method of helping the earner will involve steps to secure (*i*) increase of production, and (*ii*) control of prices. The State must adopt both these methods ("Workers Nutrition and the Social Policy", I.L.O. pamphlet, 1936, page 107). Further, the purchasing power of the worker's income, such as it is, can be improved by the extension of co-operation in the sphere of sale and purchase, as that will reduce the price demanded from the purchaser and further secure to him refund of the surplus in the shape of a share of the profits.

49. Both Mr. Justice Rajadhyaksha and the Rao Committee placed reliance on the report of a Committee appointed to enquire into the condition of textile workers in Bombay. Dr. Gadgil was one of the members of that Committee. It will be interesting to know what he has to say about it. While recognising the importance of bringing about as much improvement as possible in the remuneration paid to the lowest grades of

employees, he adds "The main limiting consideration here is that of the financial resources of Government. It is hardly likely that a living wage of the type defined by the Bombay Textile Labour Enquiry Committee can immediately be granted to all Government employees". At a price level of 200 (on base of 1939=100) he was of the opinion that the lowest pay of an adult male might be put at Rs. 40 per mensem and the lowest point of the clerical grades at Rs. 50 per mensem. He no doubt insisted that the salaries of high paid officers should likewise be reduced. We shall presently discuss that part of his evidence. It does not affect the weight to be given to his views on the minimum wage question. Referring to the Bombay Committee Report (in the course of his evidence), he said "We had been asked to define 'living wage' and we have defined 'living wage' in certain objective terms; but there is no recommendation of any minimum or anything like that * * * * The necessity of complying with a theoretical definition of 'living wage' cannot transcend financial limitations". He added that he could not agree with those who held that the minimum wage could not wait until the national income improved. Mr. Krishna Prasad (Director-General of Posts and Telegraphs) who with Mr. Dalvi, President of one of the main Postal Unions, had gone into the question in 1945 stated that in his opinion Rs. 55 per mensem would be a reasonable minimum for a working class family in Bombay on the present level of prices. The Chief Commissioner of Labour (Mr. S. C. Joshi), whose long association with and sympathy for labour are well-known, agreed that considering the *per capita* income of the country which was much below Rs. 100 per annum, the earnings of Government employees of the lowest grade should not be out of tune with that of other men of their own status employed outside Government service or having other means of livelihood. He recognised that the amelioration in the condition of poorly paid employees could only be attained by stages with the progressive increase in national income. On the present level of prices, he suggested Rs. 57 to 59 as representing the needs of an average worker's family exclusive of house-rent for which a separate provision will have to be made in the more costly areas. For lower middle class employees, he suggested Rs. 100 per mensem as the minimum salary. It seems to us that the best that we could do in the circumstances is to act on the advice and testimony of these gentlemen.

50. In the Bombay Plan, it has been calculated that in order to secure a minimum standard of living, a *per capita* income of Rs. 74 (per annum) at pre-war prices is essential. It concludes "It is therefore necessary to increase our national income above the present level by a substantial margin even if we aim at nothing more than to secure for our people their bare requirements as human beings" (paragraph 34). In a Thesis (on Basis of Public Salaries) published in Mysore by Dr. Gopal, it has been pointed out that the above figure of Rs. 74 should be increased by including cost of fuel and a few other items (apart from housing) (see page 94). Even if the total should be put at 85 (exclusive of house-rent), the requirement of a family of three units would amount to Rs. 255 per annum and at the present level of prices it would be equivalent to Rs. 640 or 650 per annum. Dr. Gopal thinks that a minimum wage of Rs. 40 per mensem will be justified only when the *per capita* national income reaches Rs. 135 (per annum) which (according to him) is not likely to be before 1960. In the meanwhile, he would progressively fix the minimum at Rs. 30 for 1950 and Rs. 35 for 1955 (see pages 107 and 108). As we propose to provide separately for house allowance in costly places and for certain other concessions for the benefit of low paid public servants, Rs. 55 and 90

would seem to represent a reasonable living wage for a working class family and a middle class family respectively, at a cost of living index of about 260. It must be remembered that the estimates of minimum requirements above referred to relate to a period when the employee may be reasonably expected to have at least two children to support besides his wife. This will roughly be about the seventh or eighth year of his service even according to Indian conditions. As we are providing for an incremental scale in nearly all cases, an employee who *starts* with a total income (including dearness allowance) of Rs. 55 (or Rs. 90 in a middle class family) would, in fact, be receiving an additional remuneration by the time he reaches the seventh or eighth year of his service.

In the dearness allowance table (in paragraph 72), we have shown Rs. 5 and 10 against classes drawing salaries up to Rs. 50 and between Rs. 51 to 100 respectively, when the cost of living index reaches 180. This is merely to make the table complete. It is our view that when the cost of living index falls to 180 there will be no need for any further continuance of the dearness allowance. In the opinion of the majority of us, these sums of Rs. 5 and 10 should, at that stage, be added to the respective basic pay of the two classes. As the administration would then be relieved from liability to any further payment of dearness allowance, this addition to the basic pay will not be an undue strain on the public exchequer. On the other hand, as essential commodities may be presumed to be more freely available by the time that that stage is reached, these additions to the basic pay will help the classes concerned to improve their standard of living.

51. Some of the Provincial representatives expressed doubts as to the capacity of their Provinces to pay their lowest grade employees anything more than Rs. 35 to 40 or at the most Rs. 45 all told (*i.e.*, inclusive of basic salary, dearness allowance and house allowance). The Bombay representative thought that if the minimum wage was ascertained in a reasonably realistic way and not with reference to abstract standards, it would be found that what was being paid today to the lowest grade of public servants in Bombay would not fall short of such a minimum wage.

Among the members of the Commission, opinion is not unanimous on the point. After some discussion, the majority of the members agreed that Rs. 55 per mensem (made up of basic salary, *plus* dearness allowance) would be a fair minimum wage at a cost of living index of 260. Two of the members held the view that the minimum should be put at Rs. 65 at least. One member was, however, of the opinion that in view of the existing economic conditions in the country and the low national income and also of other amenities which we are recommending, the minimum wage should for the present be fixed at Rs. 50 per mensem and be raised to Rs. 55 as and when conditions improve. Among those in the majority, one agreed to Rs. 55 on the understanding that in big industrial areas the total emoluments of an employee, including house allowance and city allowance, should amount to Rs. 70. It was next agreed that the sum of Rs. 55 might be split up into Rs. 30 as basic pay and Rs. 25 as dearness allowance. Most of the persons who have replied to our questionnaire have also suggested Rs. 30 as the basic pay for the lowest grade of public servants. There would be some justification for making a distinction between public servants employed in rural areas (like village postmen, gangmen and other Railway staff employed in way-side stations) and public servants living and working in urban areas; the cost of living is cheaper

and the standard of living lower in rural areas. The Head of one Department laid stress on this distinction. The Service Associations, however, opposed any such distinction being drawn. It was urged that if village-dwellers had certain advantages over town-dwellers, they also suffered from certain disadvantages, particularly lack of necessary amenities and facilities. The Commission accordingly propose to ignore this differentiation, especially as they feel that even village-dwellers must be helped to raise their standard of living. As regards the middle class employees, the suggestion that Rs. 90 per mensem (made up of Rs. 55 as basic pay and 35 as dearness allowance) would be a minimum wage, was agreed to by the majority, one of them adding a proviso that in the more costly industrial cities, the addition for house allowance and the city allowance to this class of people should at least amount to Rs. 15. Another member agreed to a basic pay of Rs. 55 only on the footing that with the dearness allowance the total should not exceed Rs. 85. Two other members were of the opinion that the total emoluments for such people should not, in the present conditions, be less than Rs. 100 (exclusive of house allowance and city allowance).

52 *Maximum salary.*—As we have already stated, public opinion in this country has long been insisting that the salaries of officers in the higher grades had been fixed too high and must be drastically reduced. This view was strongly urged by Dr. Gadgil in a pamphlet that he published about 15 years ago. Quoting an observation of Sir William Beveridge that the civil servant "must look upon his salary as maintenance adequate to the needs of himself and to bring up his family according to the highest standard of education in the country and that is not always the standard of the business world and the profit making world", he maintained that high scales of pay in the Indian public service had been responsible for artificially diverting the attention of our young men from other fields and concentrating it on Government service. An even more serious consequence, according to him, was that the standards and conceptions of Indian officers had become a reflected image of the standards and conceptions of European officials and a large number of educated Indians had developed aspirations and expectations which in the ordinary course were scarcely likely to be attained by most of them. Like many others, he condemned the wide gulf between the earnings of those in the higher ranks and the emoluments of the less fortunate among the public servants in this country. In the Memorandum that he favoured us with, he has reiterated this view. He has suggested that a greater measure of inequality between the minimum and maximum of public salaries than the ratio of 1:25 should not be tolerated, and he has added that even this was greater than what obtained in most other countries and that his proposal was far from being socialistic. He would fix the salaries of lower grade officers on a scale of Rs. 100 to 300 per mensem and of higher grade officers on a scale of Rs. 200 to 600. For select posts, like Secretariat posts and those of heads of departments, he would fix salaries between Rs. 600 and 1,000. When asked to compare these figures with incomes obtainable by talented men in private service, he maintained (*i*) that the State should not compete with private enterprise in respect of the prizes that the latter might offer to the fortunate few, and that (*ii*) the sphere of private employment in India was extremely limited and was only a recent phenomenon. He expected that if the State in India properly discharged its duty by the country, many private undertakings would not long remain private and would not in any event be allowed to make such large

profits as would permit of the payment of large salaries to their employees. He went so far as to say "Ensuring the best public service is not by giving high salaries; by doing so, you will never get a public servant of the best type". As to the standard of life which public officers are expected to maintain, he was of the opinion that current ideas on the subject should be suitably changed and he thought that it would be possible so to change them in 10 to 20 years, if we made bold to cut their salaries drastically.

Among the few public men who have replied to our questionnaire, Mr. K. Santanam has also advocated this view. He was good enough to favour us with a Memorandum of his views and also appeared before us. Maintaining that Government servants should not be treated as a separate and superior class whose remuneration was independent of the general economic level of the community, he suggested that Class I officers should be started on Rs. 300 per mensem and go up to Rs. 1,000 and added that salaries above Rs. 1,000 and up to Rs. 1,500 might be given to special selection posts. From his evidence, it appeared that his point of view was somewhat different from that of Dr. Gadgil. He saw no objection to abler men going into private business if they found it more remunerative. In his opinion, it was not necessary to get the best men into Government service even for the highest grades. He preferred to equate the salary of the highest Government servant to that of an average man outside. In the industrial and commercial concerns of the Government, like Railways, he seemed to think that conditions should be more favourable to the employees and that they should be treated in the way in which private business would treat its best employees (*e.g.*, by grants of bonus, of a share of profits, etc.). But all sections of the Railway and Postal Services whose representatives appeared before us have unanimously asked to be treated on the same footing as the regular public service.

The senior officers of Government who have replied to our questionnaire or have given evidence before us have maintained that any drastic reduction in the existing scale of salaries for the higher posts would result in a serious loss of efficiency and integrity and make the public service unattractive to talented men. They dissent from the view that the salary scales of Indian officers recruited in India had been influenced by the scales allowed to the Secretary of State's Services. Many Indian officers, particularly those on the revised scales, have maintained that under present day conditions their salaries were inadequate to enable them to maintain a decent standard of life and meet their family responsibilities and much more so, to enable them to make even a small saving.

53. We have given careful consideration to all aspects of the question. We agree that the State should not compete with private enterprise in respect of prize jobs; but we are unable to agree with the view that the salaries of public servants could with safety be reduced much below the standard of remuneration available to men of capacity in private service posts similar in nature and responsibility. We do not think that ability and integrity in the permanent services would be of less consequence in the India of the future than in the past. Under a system of responsible Government and with the inevitable expansion in the sphere of activities of a modern State, it seems to us that the importance of the permanent Services would in some respects be even greater in the future. It may be that not all men work merely for financial reward; but despite the personal examples of certain outstanding individuals, the mass of human beings produce the highest

standards of ability and enterprise where the stimulus of adequate and appropriate reward is in existence. If Government service offers certain advantages, *e.g.*, prestige, security of tenure, pensions, etc., as compared with private service, it must be remembered that in adopting Government service as his livelihood, a person selects a somewhat uneventful career and sacrifices all chances of achieving wealth or public distinction. Private service of the superior kind offers to its employees bonus, gratuity, exemption from income-tax and often even a share of profits. A private employee is not always under the same restrictions as a public servant in the matter of devoting any portion of his time to other ways of adding to his earnings. Even assuming that a decent minimum salary would suffice to attract talented young men to public service, the absence of prospects of rising to a tolerably high maximum will naturally induce the more successful amongst them to quit public service for a more tempting salary outside, when they have gained experience after 10 or 15 years of service under Government. This appears to be a familiar experience in the West. Such a course will not only deprive the Government of the benefit of the experience of its officers, but put it to further expense in the matter of recruiting and training new officers. Adequacy of remuneration certainly bears on the efficiency of the employee, because it affects his freedom from care and anxiety and promotes his willingness to work. It is not for us to speculate what the future policy of the State may be in respect of acquiring ownership or exercising control over important private industries or what the effect of such a policy may be on salaries paid by business men to their employees. Taking things as they stand, there can be no doubt that within recent years private business and industry in this country have developed to an extent that makes it possible for private employers to pay substantial salaries to their important officers. It is certainly desirable that there should be no great disparity between a commercial and an official career.

54. We nevertheless think that the time has arrived when the problem of high salaries calls for a new approach quite as much as the problem of low salaries. It would not, however, be right to lower salaries suddenly. As Dr. Gadgil himself recognises, it will take some time to change the ways and break the prejudices engendered by a long period of high salaries. As a first step, we think that it will be fair, from all points of view, to fix Rs. 2,000 per mensem as the maximum salary of public servants in India, except for a few select posts. The details of our proposals under this head will be seen from paragraphs 61 and 64 dealing with Class I Services. We must emphasise that the value of Rs. 2,000 is very much less now than it was many decades ago when the salaries of high officials in India were first fixed. The salary is still further reduced by the higher rate of income-tax to which high salaries are now subject. We are also denying dearness allowance, even during these abnormal days, to people drawing a salary of more than Rs. 1,000.

55. *The time-scale system.*—Between the minimum and the maximum above indicated, we next proceed to suggest scales of salaries which, in our opinion, will be suitable for the different grades and classes in the public service, in the light of the foregoing considerations. We shall provide separately for the dearness allowance to be paid during the period when price levels may continue to be substantially higher than our hypothetical level. We also think that it would be convenient to deal separately with the problem of house-rent or house accommodation, as it introduces an element widely varying from place to place. Other factors turning largely

on local conditions, such as local allowances for costly cities, unhealthy places, hill stations, etc., may also be excluded from consideration in the attempt to determine basic pay.

Though the Railways and a few other departments do not seem to have wholly discarded the grade system of pay, the time-scale system has now become a general feature of the Indian pay structure and none has advocated a reversion to the grade system. Criticisms have no doubt been urged against the time-scales now in operation; but that has been done only with a view to improve them. We have had various suggestions, as to the best way of framing time-scales, directed particularly (i) to their length, (ii) to the proportion between the minimum and the maximum of the scales, (iii) to the amounts of and intervals between increments, (iv) to the expediency or otherwise of having more than one time-scale for the same grade, and (v) to the desirability or otherwise of providing efficiency bars. It does not seem to us necessary to set out and discuss all the suggestions. We may, however, observe that the differences between them are really not so serious as may at first sight seem and they can to a great extent be reconciled, if it is borne in mind that it may not be right to frame scales for all classes of the public service on the same lines. One of the objects of increments being the provision of means to enable an employee to meet his increasing responsibilities and expenditure as he grows in age, the problem would be simpler if the scheme of providing children's allowance and other special allowances asked for by some associations could be adopted. The theory that naturally found most favour with the subordinate services was that a time-scale should provide for 30 annual increments with a living wage at the entrance and a saving wage after the 15th year of service.

56. Dealing first with the question of the length of the time-scale, we may observe that a difference has to be made between scales for grades constituting points of entry into the service and scales intended for promotion grades. In the latter case, an employee would reach the scale only after he had served several years in a lower grade; the scale need not, therefore, provide for anything like a full length service term. A scale of the former kind would have to provide for a long term, because persons entering it may not for one reason or another succeed in getting into a higher scale or grade. Some grades may have a dual character, representing points of entry to the extent that candidates are directly recruited to those grades and only promotion grades so far as any percentage of posts in such grades may be filled by promotion from below. So far as any grade is an entry grade, we agree with the suggestion that something like a 20 years' scale will ordinarily be the most desirable. Anything longer than this will unduly delay the time when a public servant can reach the maximum of his grade, while anything shorter may, unless he gets promotion, have the effect of keeping him on the same pay for a very long time in the latter part of his career. In certain cases, however, a long scale may not be necessary even in entry grades; for instance, in some of the Scientific Services, where people are recruited somewhat later in life and have to be started at a decent minimum salary in view of the cost incurred in and time spent on the acquisition of special qualifications for the service, a scale of 20 years will be neither necessary nor practicable, though they may, in fact, serve for 20 years or more. At the bottom of the public service, a long time-scale is neither called for nor justified. If the kind of work on which an unskilled employee starts is such that by working at it for a number of years he improves in efficiency and in the nature and quality of his work, the proper thing will be to promote him to higher scales in due course as a semi-skilled

and skilled worker. If, on the other hand, the work is of a kind which does not improve in quality by lapse of time, *e.g.*, crude labour or mere attendance, there will be no justification from the public point of view for paying much higher wages for such work. The granting of increments has a two-fold significance, one from the point of view of the employee, namely, that as he grows in age, he has greater responsibilities to meet, and another from the employer's point of view, namely, that even when a man continues in the same grade, his work improves in quality and his efficiency also increases as the result of his experience. In the illustrations last given, the second ground is absent.*

57. The length of the scale will have a material bearing upon the proportion between the minimum and the maximum of the salary assigned to it. As an ordinary rule, we accept the suggestion that it will be convenient to fix the maximum at thrice or at two and a half times the minimum; but this may not be practicable in all cases. For instance, in the lower grades of the service, there has been a strong demand for a minimum which will provide a decent living. In such cases, it may not be fair to the exchequer to fix a maximum which would bear the proportion of 3:1 to the minimum. Similar considerations may arise in certain cases of special services also.

58. The question of amounts of increments and of intervals between increments must naturally be dealt with in the light of the length of the scale and the difference between the minimum and the maximum. Where the difference is considerable, it may be possible to provide for large increments but not in other cases. As regards the amount of each increment, three views have been put forward before us. One is that the amount should be greater in the early years of the service than in the later. This proceeds on the view that in cases where the minimum salary may not be substantial, the public servant should be enabled to receive a larger remuneration at as early a date as practicable. Another view has been that the amount should increase at successive stages right up to the end. This is based on the assumption that a public servant's responsibilities and family expenses are likely to grow with the passage of time and that he should be enabled to meet such growing expenditure. The third view is that the amounts may be small in the earlier as well as in the closing years of his service but that they should be larger during the middle period. This is justified on the ground that the middle period of his service would be the time when he would be at the peak of his ability and his services to the

*Mr. Joshi and Sardar Mangal Singh who do not concur in this view would add the following remarks :—

We do not agree with the view that at the bottom of the public service a long and substantial time-scale is neither called for nor justified. We hold that the work this class of public servants do is not entirely crude or of mere attendance. Even this class of work requires to be done with a sense of responsibility and some judgment if it is to be satisfactory. We hold that the efficiency and quality of work even of this class of public servants improve with experience and the State benefits by the improvement. It is true that some of these employees will get an opportunity to go to higher grades in the lowest divison of the service and that too when they get themselves educated in their spare time and at their own expense. But opportunities of going to the higher grades will be available only to some of them and not to all and even the scales at present given to these higher grades are inadequate and require substantial improvement by time-scale. While the need for giving a minimum wage to the lowest class of Government employees has been admitted, the minimum wage recommended is not quite a living wage. If a substantial time-scale is given to them, it will be a step towards the achievement of the payment of a living wage. We feel that providing a substantial time-scale will be in the interest of the employees as well as of the State which is the employer.

State would be most valuable. Each of these views and the reasons assigned therefor have a measure of truth and justification. As regards the intervals of time between successive increments, there are some who advocate increments at quick intervals even though they be of small amounts; others prefer increments being given in substantial sums though at longer intervals. In framing the scales which we propose to recommend, we shall bear all these considerations in mind.

59. On the question of the expediency of having more than one scale for each kind of job or grade, there has been considerable difference of opinion. Where promotions could be rapid, this question may not have much importance. In other circumstances, one view is that some method should be found for providing an incentive to efficiency and a reward for marked ability to counteract the deadening effect which the certainty of normal progress on the time-scale is likely to create. It has been suggested that such incentive and reward can be provided by having a lower and an upper scale or a junior and a senior scale, with provision for the abler men being promoted to the upper or senior scale fairly early in their service. There is much to recommend this course, notwithstanding the opposition based on the arguments (i) that such advancement of a few may often lead to the suspicion or complaint of favouritism, and (ii) that it would not be justifiable to pay larger emoluments for some people for doing the same kind of work as the other people still kept on lower emoluments do. The suspicion of possible favouritism will be an argument not merely against this proposal but against all proposals which involve the selection of people on the ground of merit for promotion or preferment. The answer to this argument is not to reject such proposals altogether but to provide a proper method and machinery which will as far as possible exclude the chances of personal favouritism in the matter of preferment. As regards the argument that two sets of people should not be paid at different rates for doing the same kind of work, the answer is that even in respect of what may broadly be described as the same kind of work, there must be differences in quality and importance which would justify the head of the office in distributing it among his staff according to their ability and standing. The time-scale system itself is (from the public point of view) justifiable only on the ground that even in the same grade the range of duties or the quality of their performance may vary as between the new entrant and an experienced officer.

60. When recommending the time-scale system, the Islington Commission insisted on its being coupled with "efficiency bars" and many of the senior officers who gave evidence before us have insisted on the necessity for efficiency bars; but the Services have generally expressed their dislike of the efficiency bar. We are not prepared to ignore the fact that right down from the time of the Islington Commission, all responsible authorities have regarded the principle of the efficiency bar as an indispensable part of the time-scale system, if it is to work satisfactorily. It has, no doubt, been pointed out that officers are never very strict in applying the efficiency bar; that only shows the need for insisting upon officers realising their responsibility in the matter and it will not furnish a reason for dispensing with the efficiency bar. In support of the suggestion that an efficiency bar is not necessary, the Services have pointed out that the power of the head of the office to stop increments in case of inefficiency is just as effective in its operation as an efficiency bar. We cannot accept this view. Stoppage of increments is regarded, and rightly regarded, as in the nature of a condemnation and the attitude of the head

of the office in resorting to that course must be different from his attitude in applying the efficiency bar. The principle of the efficiency bar is that on reaching a certain point in the salary scale an officer shall be certified as competent to carry out the higher duties of the grade before further salary advances are granted. It only remains to add that with the time-scales framed on the above lines, it may be useful to combine a few supervisory posts or selection posts for the benefit of people with long service who, for one reason or another, may not happen to be promoted to higher scales. It may also be necessary to provide a good maximum for services where the chances of promotion are very limited.

61. *Some typical scales—For Class I Services.*—Hitherto there were several scales for Class I Services. Under the older system, they began at Rs. 300, 350, 375 and so on. Under the revised scales, they began generally at Rs. 250. The maxima also differed. In some instances, the maximum was Rs. 1,400 and sometimes Rs. 1,500 under the old scale and Rs. 950 and 1,050 under the new scale. It seems to us desirable that as far as possible the same scales of pay should be provided for all Class I Central Services. The minimum should be substantially high if it is to enable an officer to maintain a proper standard of living and avoid obligations or embarrassments in the discharge of his duties. In existing circumstances and with a view to giving the young officer a decent start, we consider that the starting pay of a Class I officer should be Rs. 350 per mensem. As regards increments, the present increment of Rs. 25 per annum under the revised scale in the earlier years of service is, in our opinion, inadequate. We prefer to allow increments at a uniform rate of Rs. 30 per annum till very near the end. The cadre of executive posts may be conveniently divided (like the I.C.S.) into a junior and senior scale. The junior scale would thus run as follows:—

Rs. 350—350—380—380—30—590 E.B. 30—770—40—850. For the senior scale, a scale of Rs. 600 in the sixth year or earlier, rising by increments of Rs. 40 from the seventh year to Rs. 1,000 with further stages at Rs. 1,000, 1,050, 1,050, 1,100, 1,100 and 1,150 (in the 22nd year) will be appropriate. Junior Administrative posts may be placed on Rs. 1,300—60—1,600 and Senior Administrative posts on Rs. 1,800—100—2,000. It may be necessary to provide for certain posts which are intermediate in responsibility between Junior and Senior Administrative posts, e.g., certain Controllers of Accounts in the Audit Department and some heads of departments in the Railways. For this cadre, we suggest a scale of Rs. 1,600—100—1,800. The scale of Rs. 1,800—2,000 is intended for the heads of the biggest departments and would normally be the highest point which a permanent civil servant could reach in his service. Posts over the level of Rs. 2,000 should be very few and should only be posts carrying heavy administrative or technical responsibilities. Posts now carrying a maximum salary up to Rs. 3,000, must, as far as possible, be fitted into the selection grade of Rs. 1,800 to 2,000. The highest paid posts, like those of Secretaries, General Managers of Railways, Members of the Railway Board, Members of the Central Board of Revenue, Chairman and Members of the Public Service Commission, etc., should be fitted into a scale between Rs. 2,000 and 3,000, preferably on four levels of Rs. 2,250, 2,500, 2,750, and 3,000.

62. The Indian Civil Service (time scale) started on Rs. 450 and went up to Rs. 2,500. The Indian Police Service had a scale of Rs. 350 to 1,350. As the proposed All-India Administrative Service is intended

to take the place of the Indian Civil Service, we think that while starting on Rs. 350 like the Class I Services generally, this scale should have an advantage of Rs. 100 in the course of the first few years and maintain it throughout the junior scale. It would accordingly run as follows:—

Rs. 350—400—450—450—500—540—30—690—E.B. 30—870—40—950.

As the senior scale posts in this Service must carry higher responsibilities than the ordinary Class I Service, we are of the opinion that the senior scale pay in the sixth year should be Rs. 800 and that this difference of Rs. 200 should be maintained during the greater part of the Service and that the senior time-scale should run to the limit of the selection grade of the Junior Administrative scale of the ordinary Class I Services. The senior scale would accordingly be:—

Rs. 800—40—1,200—1,200—1,250—1,250—1,300—1,360—1,420—1,480—1,540—1,600.

Above this, we would provide a selection grade of Rs. 1,800 to 2,000 for posts like Commissioners of Divisions or Class I Collectors in Provinces where there may be no Commissionership. These offices will correspond to posts of the heads of the largest departments in the Class I Service.

63. The All-India Police Service is expected to take the place of the Indian Police Service. Hitherto, the time-scale of this Service was lower than that of certain other branches of the Civil Service, presumably because of the earlier age of entry and lower initial qualifications required. We are of the opinion that in future, recruitment to this Service also must be regulated in the same manner and by the same standards as recruitment to the Class I Service. It is also necessary to ensure a high standard of efficiency and integrity in this Service. In our opinion, the basic scales of pay for the All-India Police Service should, therefore, be the same as for the Class I Central Services, but lower than those of the All-India Administrative Service. Posts over the time-scale, such as those of Deputy Inspectors-General and Commissioners of Police or the Inspector-General of Police, may be placed on a level with the selection grade, Rs. 1,300—60—1,600 and the Senior Administrative grade, Rs. 1,800—100—2,000 suggested for Class I Services.

64. As regards the Foreign Service, the scales may be divided as junior and senior and placed exactly on a par with those proposed for the All-India Administrative Service, with a selection grade of Rs. 1,800 to 2,000. As members of the Foreign Service are likely to be recompensed (for overseas duty and extra expenditure) by the provision of free house or house-rent allowance and local allowances and as expenditure incurred in connection with the discharge of their duties will also be provided for by granting representation allowances or entertainment allowances, we see no necessity to differentiate between the All-India Administrative Service and the Foreign Service as regards basic scales of pay. We understand that in other countries also, like the United Kingdom, the Administrative Service and the Foreign Service are placed on a par so far as the basic scale of pay is concerned. As against the possibility of a person in this class of service having to incur extra expenditure on the maintenance of a separate establishment in India, we must place the fact that a member of a Foreign Service ordinarily enjoys certain financial benefits, like diplomatic immunity in the matter of taxation, etc. Posts to be borne on the junior scale, senior scale or selection grade of the Foreign Service

should be accordingly classified, bearing in mind the status and responsibilities of corresponding posts on the cadre of the All-India Administrative Service. By way of illustration, we may say that the junior scale of the Foreign Service may include posts of Vice-Consuls, Third Secretaries, Attaches and Second Secretaries as also the less-important Trade Commissionerships. The senior scale may include posts of First Secretary, Consuls and Heads of small Consulates-General and some of the more important Trade Commissionerships. Heads of Missions ranking as Legation and Major Consulates-General will alone be in the selection grade Rs. 1,800 to Rs. 2,000. We do not have sufficient materials before us to enable us to fix the pay of Ambassadors. Having regard to our general view that Civil Service posts should not ordinarily carry more than the maximum of Rs. 2,000, the grant of higher rates of pay for Ambassadors' posts should be related to the exceptions which we have provided in favour of the highest administrative or technical posts under the Central Government, namely, to the four levels of Rs. 2,250, 2,500, 2,750 and 3,000.

As regards Class I officers in other departments, we may have a few observations to make (in Part III) when dealing with those departments.

65. *Class II.*—In Departments in which it may be decided to retain Class II, we think that a scale of Rs. 275—25—500—E.B.—30—650—30—E.B.—800 will generally be an appropriate scale for that class. This will be a promotion scale as well as an entry scale; it seems to us unnecessary to have two scales for this class. Persons who enter the class by promotion will enter at a point in the scale appropriate to the pay which they may be drawing in class III at the time they are promoted to class II. In cases of direct recruitment to class II, the entrant will ordinarily start at the minimum of Rs. 275; but in special circumstances, as for instance, where the entrant has had already to spend some years in acquiring special qualifications for any particular job, he may be started on an appropriate salary higher up the scale. At the other end of the scale, we are not providing pay up to the maximum of Rs. 800 for all officers in class II. For instance, in the case of Superintendents in the Secretariat and Council Reporters, we have fixed the maximum at Rs. 710.

66. *Class III.*—This is the class which comprises the largest number of educated, skilled or trained employees. To provide for different categories and grades of such employees and to meet the needs of various departments, we have found it necessary to suggest a large number of scales in this class. They are as follows:—

(a) Rs. 55—3—85—E.B.—4—125—5—130.

(b) Rs. 60—5/2—75.

(c) Rs. 60—4—120—E.B.—5—170.

(d) Rs. 75—3—105.

(e) Rs. 80—5—120—E.B.—8—200—10/2—220.

(f) Rs. 100—5—125—6—155—E.B.—6—185.

(g) Rs. 100—8—140—10—200—E.B.—10—300.

(h) Rs. 150—7—185—8—225.

(i) Rs. 160—10—250—E.B.—10—300—15—450.

(j) Rs. 200—15—350—E.B.—15—440—20—500.

(k) Rs. 250—15—400.

(l) Rs. 300—20—500.

(*).

The longer scales amongst the above are intended to be entry scales though some of them may also happen to be promotion scales. For instance, some of the unskilled or semi-skilled workers entering service on class IV scales may, on becoming skilled workers, be promoted to the scales in class III In the classification scheme that we have recommended (namely, classes III and IV in place of the old scheme of division into "subordinate" and "inferior" services), it is our intention that class III should comprise not merely people with literary qualifications but also skilled artisans, no difference being made between training in letters and training in crafts. In the modern world, there is no justification for regarding the skilled worker as belonging to an inferior category when compared with a clerk. Our suggestions as to the manner in which one or other of the above scales may be adopted for the different grades of employees comprised in class III will be seen from our observations in the sections (of Part III) dealing with the various departments of the public service. In some instances, we have started a few points above the minima of the scales above set out and in a few others we have stopped some points short of the maxima. We have provided for all the well-known departments of the Central Service and for all ascertainable categories in each department. It is, however, possible that some departments or some categories have been lost sight of or not specifically provided for. It is our intention and desire that in such cases the administration should fix pay scales for such departments and categories in the light and in the spirit of our general recommendations in this Part.

67. *Class IV.*—In our opinion, it will be sufficient to have three scales for employees comprised in class IV, namely Rs. 30—½—35, Rs. 35—1—50, and Rs. 40—1—50—2—60. The lowest scale, Rs. 30—35, will ordinarily apply to the unskilled and unlearned employees. In view of our acceptance of the minimum wage theory, this scale has been prescribed for that class. As will be seen later on, peons (including Duffadars) should also be fitted into this scale. Jamadars and Daftries should, in our opinion, be assigned to the next category of Rs. 35—50. The Rs. 35—50 and the Rs. 40—60 scales may apply to certain varieties of skilled or semi-skilled workers according to the nature of their job and the extent of their skill.†

*Mr. Joshi and Sardar Mangal Singh would suggest the following five scales in place of (a) to (f) scales *supra* :—

(1) Rs. 65—5—120—6—180.

(2) Rs. 70—5—100—6—160—8—200.

(3) Rs. 75—5—100—6—160—8—200.

(4) Rs. 80—6—140—8—180—10—250.

(5) Rs. 100—6—160—8—200—10—250.

The application of these scales with some variations and modifications to particular categories of employees is indicated in the chapter on Railway and P. & T. Department. They also recommend similar application of these scales to comparable categories of employees in other departments also.

†Mr. Joshi and Sardar Mangal Singh would prefer the following scales for class IV :—

(1) Rs. 40—1—50—2—60.

(2) Rs. 45—1—50—2—70.

(3) Rs. 50—2—70—3—85

As far as possible, initial recruitment should be at the lowest scale. Opportunity for education and training should be provided to all employees of Class IV by evening classes. No initial recruitment should be made to any one of the higher scales while there are fit persons available in any of the lower scales.

68. *Fitting existing employees into the proposed scales.*—It now remains to indicate how the persons in service on the 1st January 1947 are to be fitted into the scales which we have proposed. In paragraph 38 *supra*, we have dealt with the future position of pre-1931 entrants. In most cases the scales recommended by us are an improvement on the present scales of pay. In the top ranks, where we have allowed our recommendations to be influenced by the principle of limiting the maximum salary to Rs. 2,000, we do not think that persons who entered service after July 1931 are by this date likely to have reached Rs. 2,000. But, it is not unlikely that several officers holding special posts created after 1931 are drawing a higher salary. In any case, it is not our intention to suggest that the salary now drawn by any officer should be affected to his prejudice. But, as regards the promotion of such officers, the question may arise as to the way in which they are to be dealt with if the promotion is likely to take them beyond the limits indicated by the scales that we have suggested. Such cases should, we think, be dealt with on the same lines as the Government may decide to adopt in respect of pre-1931 entrants.

69. We have had greater difficulty in coming to a decision as to the other cases, which are likely to be the largest in number, namely, those in respect of which the scales that we have recommended are more liberal than the present scales. On behalf of employees of this class, it has been claimed that their initial pay in the proposed new scale should be fixed on what has been called the point to point calculation; that is, by placing each individual at that stage in the new scale to which he would have risen by reason of the length of his service *if he had entered the department on the new scale*. For this purpose, we have been asked to assume that the new scale had been in force from the commencement of the service of each individual. We are unable to accede to this claim and we see no justification for it. It seems to us right to presume that, except in the lowest grades, the revised scales of 1933 were not inadequate with reference to the then prevailing price level or cost of living. Unless this assumption can be displaced, the claim made by the Services cannot be sustained.

When a similar situation recently arose in the Punjab, on the revision of scales of pay in that Province, the Punjab Government adopted the following rule, namely, to fix the pay of existing Government servants at the stage (in the new scale) next above their present pay, whether substantive or officiating. But they added that "in cases where the application of this formula would result in pay being fixed at a point less than 5 per cent. over the existing pay, the formula should be relaxed by the addition of 5 per cent. to the official's existing pay for the purpose of calculation before applying it". To this last principle in turn two qualifications were introduced: (i) when the application of the formula results in an official's pay being fixed at 5 per cent. or more above his existing pay, no departure will be made from the formula; (ii) the fixation of pay will be subject to the condition that in no case will a person be allowed to draw more than what he would have been entitled to had his service been in the new scale from the very start. When the Heseltine Committee revised the pay scales of the subordinate staff of the Postal Department in 1920, they considered that "the needs of the case will be met if the Government allow past service to count for increments within a specified limiting maximum" and they suggested a limit of "50 per cent. on the sum of the pay proper and war allowance" (paragraph 5 of the Report).

70. We recognise the force of the argument that if employees now in service are to be placed in the proposed scale at the stage next above their present pay, it may happen in many cases that a person with several years'

service and another person with only a service of one or two years may come into the scale at the same point, as for instance, in cases where the minimum under that scale is considerably higher than the minimum under the existing scale. But, in any case, any concession on this point cannot be claimed as a matter of right. When this question was considered at the Conference with Provincial representatives, they rejected the claim for point to point fixation but they were not satisfied with adopting the course provided for in F. Rs. 22 and 23. They favoured the grant of a moderate weightage for persons with longer service, in the nature of advance increments which may be allowed, say, at the rate of one increment for three years or five years of service.

As the situation is anomalous, any solution that may be proposed must be arbitrary. We have considered several alternatives. We mention below a method which may, in our opinion, be a reasonable approach in dealing with this matter:—

When persons on the existing scales of pay are brought on to the corresponding scales that we have recommended, their initial pay may be fixed at the stage in the proposed scale next above the pay they are drawing in their present scale. To this should be added, special increments at the rate of one increment in the proposed scale for every three completed years of service. Some ceiling should, however, be fixed on the increases to be thus allowed; we suggest that the ceiling should be the next stage above the amount that may be arrived at after adding to the present pay the sums stated below:—

For persons drawing a salary not exceeding—

Rs. 100	Rs. 1
Rs. 101 to 250	Rs. 20
Rs. 251 to 400	Rs. 30
Rs. 401 to 500	Rs. 40
Rs. 501 and above ...	Rs. 50

The pay to be allowed to a person on the above basis should not exceed what he would draw if his entire service in the existing scale had been on the corresponding proposed scale of pay. In the case of those on pre-1931 scales electing to come on to the proposed scales, it should be limited to the pay that would be admissible in the proposed scale to a person with corresponding service in the post-1931 scale.

D.—Allowances and other benefits

71. *Dearness allowance.*—As stated in paragraph 18 *supra*, some system of dearness allowance must be continued so long as the cost of living continues to be substantially higher than that indicated by an index of 160 to 175. It is now too late to discuss the theoretical arguments for and against the award of dearness allowance. It has come to stay; and all the persons who replied to our questionnaire or appeared before us were agreed as to the necessity for continuing it. The services have become accustomed to it for some years past and they are not likely to acquiesce in its discontinuance before economic conditions improve. We do not think it necessary to deal with the criticisms that have been urged against the lines hitherto followed in granting dearness allowance. We have, however, given due weight to them in making our recommendations. The lower grades of Government servants with fixed incomes of small amounts have been hard hit, they must be relieved, at least to some extent, of the hardships imposed on

them by the abnormal conditions still persisting. Any possible repercussions, financial or economic, which some measure of relief given to them may give rise to, must, as we have already stated, be met by other appropriate steps. We are convinced that in the best interests of the country and of the public service, it is necessary that the lower ranks of the services should be placed in a position in which their total earnings, that is, the aggregate of their pay and dearness allowance, will suffice to provide a reasonable subsistence for them.

The above statement of the object in view will itself indicate the principles which should govern the award of this kind of relief. As it seemed desirable to have a uniform set of principles followed in this matter, for the Central as well as for the Provincial Services, this question was discussed at the Conference we had with the Provincial representatives. They accepted the principle that higher rates of dearness allowance should be provided for the lower paid public servants and that it would accordingly not be proper merely to adopt a percentage of pay as the basis for the determination of dearness allowance. We are of the opinion that for the classes whose pay only enables them to live on the marginal level in normal times, the allowance must be so fixed as to neutralise the rise of prices. Some of the upper grades too will require a measure of relief. In certain systems this relief is calculated by dividing the pay of each person into slabs and allowing varying percentages on each or some of those slabs. Without adopting such a complicated procedure, we think it sufficient to provide by slabs for persons on different levels of pay, as shown in the accompanying table which also provides for diminishing rates of dearness allowance as the cost of living index falls, taking the stages by 20 points at a time. Even while accepting these principles, the Provincial representatives desired that the subject of dearness allowance had better be left to remain as it now stood, because any increase in the dearness allowance, particularly when taken with an increase in the basic pay as well, would (in their opinion) impose an impossible burden on the Provincial finances. They were further reluctant to approve of any substantial increase of dearness allowance even to the Central Services, because they felt that such increase would almost compel the Provincial Governments to follow suit. In justification of this no-change policy, many of the Provincial representatives stated that their employees seemed to be satisfied with what was now being paid to them under the head of pay and dearness allowance. We have given our most careful consideration to these views of the Provincial representatives: we feel that even the weight of these arguments will not justify an absolute no-change policy.

72. As explained in paragraph 51 *supra*, we adopt Rs. 55 per mensem as the minimum requirement of a working class family at a cost of living index of about 260 and deducting Rs. 30 therefrom as basic pay, we fix Rs. 25 as the monthly dearness allowance to be paid to the lowest grade of public servant as long as the cost of living index remains between 260 and 240. As explained in the same context, the lowest middle class employee starting on a salary of Rs. 55 per mensem will get a dearness allowance of Rs. 35 per mensem in like circumstances. The accompanying table exhibits what seems to us to be the appropriate progressive decrease in the percentage of allowance as the salary of the employee increases or the cost of living index goes down. When the index goes down to anything between 200 and 180, a public servant drawing a basic pay of Rs. 50 or less per mensem will receive a dearness allowance of Rs. 10 per mensem. When the index goes below 180, dearness allowance will cease; but, as explained

in paragraph 50 *supra*, it is our recommendation that at that stage the sums of Rs. 5 and 10 shown under 180 be added to the basic pay of the two classes against which they are shown:—

Pay Range	Index	280	260	240	220	200	180	160
Up to Rs. 50		30	25	20	15	10	5	—
Rs. 51—100		40	35	30	25	15	10	—
Rs. 101—150		45	40	35	30	18	—	—
Rs. 151—200		55	45	35	30	20	—	—
Rs. 201—250		60	50	40	30	20	—	—
Rs. 251—300		75	60	45	30	25	—	—
Rs. 301—500		85	70	55	40	25	—	—
Rs. 501—750		105	85	60	40	—	—	—
Rs. 751—1,000		125	100	75	50	—	—	—

As Indians marry comparatively early in life—and even before marriage many of them have other dependants to support—we have not thought it necessary to make any difference between married and unmarried people. As will be seen from the above table, we do not think it right or proper to grant dearness allowance to persons drawing salaries of more than Rs. 1,000 per mensem, even at the present level of prices. When the cost of living index goes down to 200 dearness allowance will be limited to persons drawing Rs. 500 per mensem or below. By way of marginal adjustment, however, persons drawing a salary exceeding Rs. 1,000 at the first stage and salary exceeding Rs. 500 at the last stage must be allowed such additional sums as will put them in a position not worse than that of a man with a salary of Rs. 1,000 or Rs. 500, as the case may be. For example, a person with a salary of Rs. 1,000 per mensem will today get a total emolument of Rs. 1,100 made up of Rs. 1,000 (pay) *plus* Rs. 100 (D.A.). A person on Rs. 1,050 must be paid a dearness allowance of Rs. 50 so that he may not be worse off than a man drawing a salary of Rs. 1,000.

73. We hope that price levels have by now reached their peak and that the cost of living index may, in future, progressively fall. We have, however, indicated in our table what should happen when the cost of living index exceeds 260 but remains below 280. A similar progressive course will have to be followed if the cost of living index goes even above 280. According to our scheme, it will not be necessary to have different cost of living indices for different localities. Dearness allowance should be calculated on the basis of the all-India index number prepared by the Economic Adviser to the Government of India.* The slab rates should be examined every six months for the purpose of deciding on a revision and a change should be made only if the index figure for three previous months stood above or fell below the index figure for the next slab. The allowance should be calculated only on the basis of substantive pay even when a person is officiating in a higher post. During all leave with pay (full or partial), it should be allowed on the substantive pay. For this purpose, pay shall not include overtime.

74. All allowances and concessions introduced during the war to meet the high cost of living (by whatever name they might have been called, including good conduct pay in the Postal service and War allowance in respect of the higher ranks of the services) will cease hereafter. In the Railways and in some of the Provinces, we understand there is in vogue some system of supply of commodities at rates cheaper than the market price. Such supply has no doubt the advantage of securing that the worker obtains the constituents of his standard of living instead of having to

*D. O. No. 301—Addl. Secy., dated 28th March 1947 and No. 324 Addl. Secy./47, dated 15th April 1947, from the Finance Department seeking clarification on this point and the Commission's reply thereto dated 31st March 1947 and 30th April 1947 are annexed as Appendix C to this Report.

struggle for them with others, possibly finding himself unsuccessful in the end. Some of the Railway administrations seemed disinclined to continue these supplies in future. We only wish to say that as long as any concessions in the matter of supply in kind are allowed, the estimated monetary value of such concessions shall be deducted from the dearness allowance calculated in accordance with the above table; otherwise, there will be an invidious distinction between one kind of public servant and another. We, however, feel that any encouragement given at this juncture to co-operative organisations of public servants for the purchase of their supplies will be opportune.

75. We have received representations from pensioners to the effect that their pensions are inadequate to meet their needs in these days of high prices. The same problem will be faced by persons who may retire from service in the near future, *i.e.*, before normal conditions are restored. We appreciate the difficulty of their situation; but we are unable to make any recommendation for the benefit of past pensioners as their case is not included in the reference to us. Even as regards persons who may retire after 1st January 1947 in view of the very heavy financial burdens which our recommendations for the benefit of those in service are likely to involve, we regret we cannot see our way to recommend more than a limited measure of relief to them. At the Conference of Provincial representatives, there was little support for any step to improve the relief to pensioners beyond what is now being given. Consistently with our policy of helping those whose need is the greatest, we recommend that dearness allowance be limited to those drawing a pension of Rs. 150 per mensem or below and that the allowance be calculated at half the rate admissible as per the slabs shown in the above table, treating pension as pay for the purpose. Here again, by way of marginal adjustment, persons drawing pensions exceeding Rs. 150 per mensem must be paid such allowance as will place them in the same position as a person drawing a pension of Rs. 150.*

76. Dearness allowance is by its very nature temporary. A variety of other allowances or concessions of a permanent character have been claimed in addition. As they would constitute additions to emoluments, it would be relevant to deal with them here.

Housing or House-Rent Allowance.—War-time conditions have brought the housing problem to the forefront. As many of the important public offices are situated in crowded cities, a large proportion of public servants have been hard put to find residential accommodation even on payment of high rent. All sections of the service both high and low have therefore demanded that Government should provide them with accommodation. It was, however, realised that this was not practicable immediately or in the near future, even if Government should undertake an extensive building programme. We are not prepared to recommend anything like the use of "requisitioning" powers in peace-time. If a building programme should be undertaken, it seems to us that priority should be given to schemes for housing employees in the lower grades of the Service. In the case of public servants who are prepared to own houses in the places where they serve, it may be expedient to encourage them to build houses by a liberal policy of advancing building loans. Encouragement may also be given to co-operative building effort. Two aspects of the housing problem pressed before us are (i) provision of free quarters for certain grades and categories

*Mr. Anthony considers the present limit is too low and does not take into consideration the genuine hardship of pensioners and that dearness allowance should be paid to all pensioners drawing upto a limit of Rs. 250.

of public servants, (ii) award of house-rent allowance to other categories of public servants in places where it may not be found possible to secure reasonable accommodation within the ten per cent. of the salary which is supposed to represent house-rent. A subsidiary problem is that facing public servants proceeding on transfer who find it very difficult to secure accommodation in time in their new station. To help this last category, we would suggest that some residential accommodation might be built by Government or acquired on lease in the bigger cities with a view to provide housing facilities for such public servants till they are able to make their own arrangements. In dealing with the first of the above questions, it must be remembered that when discussing the question of minimum wage (in paragraphs 46 *et seq supra*) we have not taken house-rent into account.

77. We understand that the policy of Government is to allow free quarters only to such establishments as are required to reside on the office premises for the proper discharge of their duty. Government have granted rent free concessions in the past in the following cases:—

(a) Where the pay scale of the grade or class or the pay of isolated posts has been deliberately fixed in consideration of the fact that Government quarters will be provided rent free; or

(b) Where but for the grant of the rental concession a higher scale of pay or a special pay or a compensatory allowance of some kind would have to be granted.

Free quarters are thus generally allotted to Engineering Supervisors, Class II Traffic Officers, Postmasters, Sub-Postmasters and Branch Postmasters, General Service Telegraphists, Wireless Operators, etc., in the P. & T. Department; to certain categories of low paid staff in the Railway and Civil Departments and to some of the categories now designated as inferior servants. The grant of rent free accommodation is generally subject to the condition that Government accommodation is available. Since the Retrenchment campaign of 1931, most of these concessions have come under review and the present policy is to limit the concession to specific categories. Even where Government quarters are available and are allotted to the lowest paid staff, a recovery is in other cases made from the occupants towards rent. At places where there are no quarters available, the practice has generally been to grant house-rent allowance to subordinates of the classes who are entitled to rent free quarters but for whom quarters could not be provided. We do not favour any general change in the present policy in this respect. It, however, appears that at present some categories of staff are in receipt of concessions not strictly in accordance with the above policy. We recommend that in cases of future recruits, Government may definitely restrict the grant of the concession to categories who fully satisfy the general conditions prescribed. In view of the uniformity in pay scales which will apply if our recommendations are accepted, we consider that there should be no departmental exceptions in the matter of rent free benefits which will be at variance with accepted policy.

78. We understand that Government have not as a general policy accepted their liability to furnish residential accommodation (whether free or on rent) for *all* classes of their employees. As a matter of convenience, they have endeavoured to provide accommodation in some large centres where there is a considerable body of employees and where the shortage of accommodation renders it desirable that Government should provide accommodation. In such cases, Government recover from their employees a rent which is generally concessional, as it is limited to the standard rent or 10 per cent. of the employee's pay, whichever is less. In this respect,

too, we do not consider any general change is necessary. In places where house rents are very high and Government are not themselves in a position to provide accommodation for their staff, it has in the past been the policy to grant a house rent allowance. Till recently this concession had been limited to costlier cities like Bombay, Calcutta, etc., and to the staff who are normally liable for all-India service. During the war period, we understand that a house rent allowance had been extended to subordinates and other staff who had been recruited provincially or locally and the concession was also extended to certain other centres. In framing our recommendations regarding basic scales, we felt that uniform scales of pay could be prescribed only on the assumption that in the costlier cities and special areas the basic scale will be supplemented by the grant of suitable house-rent or other allowance. On this ground, we recommend that a house rent allowance should be granted to all employees with certain restrictions as regards pay limits and areas. The allowance may for the present be granted on the lines indicated in the following table:—

Pay of officers.	*Cities with population over one lakh.	Cities with population over 5 lakhs.	Bombay and Calcutta.
	Rs.	Rs.	Rs.
Below Rs. 55 . . .	5	7	10
Rs. 55 to 100 . . .	7	10	15
Rs. 101 to 250 . . .	..	15	20
Over Rs. 250 . . .	..	7½% of pay†	10% of pay†

The matter may be reviewed as soon as Government think that the situation has substantially changed.

79. *Children's Education Allowance.*—Next to the claim for free housing or house-rent allowance, the demand most strongly insisted on by many categories of public servants related to a claim for allowance for the education of their children. The question of education came up before us in another aspect also, namely, the further education of the employee himself. It seemed to us a very encouraging sign that public servants of all grades showed such a clear realisation of the need for education both for themselves and for their children; and the claim has our strongest sympathy. We have, however, felt some difficulty in determining the form in which our recommendation for help should be made. So far as the employees' education is concerned, we have dealt with the question elsewhere under the heads of "study leave" and "conditions of service" (see paragraphs 135 and 151). Greater insistence has rightly been placed on the education of children. Two problems have been brought to our notice in this connection: (i) It often happens that service duties compel a person to reside in a place where there are no facilities for the education of his children. (ii) It happens more frequently that for lack of means, many a public servant is not able to give his children the benefit of even such facilities for education as are available in the place where he is serving. One case of the former kind is provided for in Rule 1102 of the State Rail-

*Mr. Joshi and Sardar Mangal Singh think that independently of the population limit of one lakh public servants drawing a pay of Rs. 100 or less should be entitled to some house-rent allowance in all municipal towns.

†To cover the actual rent paid in excess of 10 per cent. of their pay but limited to 10 per cent. of pay for residential accommodation which has been approved by competent authority.

way Establishment Code. It provides that non-gazetted Railway servants shall, in certain contingencies, be eligible for assistance from Railway revenues for the education of their children. One of them is where, owing to the absence of a school or schools of the requisite standard at the station at which the Railway servant is posted, he is compelled to send his child or children to a Boarding House away from the station at which he is posted. As an instance of the second kind, we may refer to the practice that seems to have obtained for many years in respect of the non-gazetted staff of Ordnance Factories It is stated in Chapter III of the Wilmot Committee's Report that in the case of this category of public servants, Government have, for many years past, paid an allowance for the education of their children. We also understand that in some localities there is a practice of providing free education for the children of teachers. The question is whether and how far it will be possible to extend and standardise practices of the kind above referred to.

80. So far as the Railway rules are concerned, it has been brought to our notice that the benefit of the rules relating to educational assistance has been denied to "inferior servants". It was perhaps thought some time ago that this category of public servants were not keen about the education of their children. It is otherwise difficult to understand the reason for excluding them from the benefit of the rules. Anyhow, they are very keen about it now and it is difficult to justify their exclusion any longer. The General Managers, in their evidence before us, concurred in this view. The Wilmot Committee's Report proposes that the system of educational allowance should be extended to all grades of the gazetted and non-gazetted staff "excluding the clerical staff". This exclusion is, to say the least, unfortunate. It was explained on the ground "that the granting of a special allowance to clerks will result in considerable repercussions" and the Committee added "it appears to us that the revised rates of pay which we have recommended should be sufficient to allow for the cost of children's education normally shouldered by members of the clerical staff". The justification will, we are afraid, be even more resented than the exclusion itself. That the granting of an allowance for this purpose to the clerks of the Ordnance Department may result in repercussions in other departments is of course true; but it certainly cannot be said that the scales of pay of Rs. 60—150 and Rs. 150—300 which the Committee have recommended for clerks make them better able to bear the cost of their children's education than officers to whom much higher salaries have been recommended by the Committee. We invited the attention of the Master-General of Ordnance to this part of the Committee's report when he was before us. He seemed inclined to accept the justice of our criticism and stated it as his personal view that the remedy would lie in laying down a general level up to which education should be free to all classes and in making scholarships available to promising children for higher education including technical education. He recognised that it would be difficult to support the grant of a direct form of education allowance to higher officers while denying such allowance to low-paid public servants. It seems to us that it is more necessary to begin with a scheme for helping members of the subordinate grades in the service in the matter of the education of their children.

81. Some of the witnesses have insisted that as it might take time to extend to all citizens the benefit of what is known as the Sargent Plan of education, the State might well make a beginning, by affording help for the education of the children of its own low-paid employees. It is, no

doubt, possible to argue as a matter of theory that an element for the cost of the education of the children is taken into account in the ascertainment of the family budget with reference to which the minimum salaries of public servants are fixed. But we know what items we have actually taken into account and we also know what the cost of education is today. There is also much to be said in favour of the view that instead of including the cost of children's education as an item in the determination of a public servant's emoluments, it would be better to provide for it separately, because, in the former case, the increased rate of pay would benefit those without children as well as those with children. These considerations lead us to think that in the immediate future, the State should undertake some measure of responsibility in respect of the education of the children of its employees. The questions are: (*i*) what is to be the measure of such help, and (*ii*) to which class of employees is such help to be extended. Dealing with the second question first, it seems to us that in the immediate future such help should be limited to persons drawing a salary of Rs. 100 or less per mensem. To ensure that the help is genuinely required and will be properly utilised, it may be necessary to prescribe safeguards, as for instance, that some portion of the expenses should be borne by the parent. This is a matter to be settled in consultation with the educational authorities. Tentatively we would suggest that the State might contribute 75 per cent. of the tuition fee in the case of the children of Class IV employees and 50 per cent. of the fee in the case of the children of Class III employees—subject to the limit of Rs. 100 salary per mensem.* As regards the duration of such help, it was suggested by the Superintendent of Education, Delhi, that the practice now obtaining in respect of teachers' children might be followed in the case of the children of all low-paid employees or some contribution might be given for the cost of education up to the higher secondary stage. Where technical education is preferred, the help must extend up to a corresponding stage in that line. In rule 1101 of the State Railway Establishment Code, the words excluding "inferior servants" from the benefit of that Chapter must be omitted. With the recommendations of the Wilmot Committee on this question, we shall deal when we come to the Ordnance Department. Some of the State Railways maintain schools in certain centres for the benefit of the children of their employees. The General Manager of the B. B. & C. I. Railway stated before us that funds for the extension or improvement of these schools were refused on the ground that the provision of educational facilities was a responsibility of the Provincial Governments. This view seems to us to mix up the responsibility of the State as an "employer" with its responsibility *qua* State.

82. *Compensatory allowances.*—Compensatory allowances are at present granted for the following purposes:—

(i) local allowances to meet the high cost of living in certain costly cities or areas;

(ii) local allowances to compensate for the hardship of service in certain areas, *e.g.*, areas with notoriously bad climate;

(iii) local allowances to compensate for the hardship incidental to service in certain difficult or remote areas, *e.g.*, the Frontier tracts or places which are declared as non-family stations;

*Mr. Vadilal Lallubhai is of the opinion that even in the case of children of Class III employees, the State should contribute 75 per cent. of the tuition fee.

(iv) hill allowances to compensate for the higher cost of living and special requirements such as additional warm clothing, fuel, etc., for the winter;

(v) Field Service allowances granted on the analogy of the allowances given to enrolled personnel when serving with the army or in areas declared to be Field Service areas.

83. After World War I, compensatory allowances were granted to All-India Service Officers serving in a number of costly cities, *e.g.*, Bombay, Calcutta, Karachi, Madras and Rangoon. Following the fall in prices and the introduction of the revised scales of pay subsequent to 1931, these allowances came under review and were in some cases reduced and in other instances withdrawn. At present compensatory allowances (ranging from Rs. 50 to Rs. 100, according to the rates of pay) on account of the high cost of living are allowed to gazetted officers serving in Bombay and Calcutta. Non-gazetted staff of certain departments are also entitled to compensatory allowances in these cities at varying rates. Thus, in the P. & T. Department, staff serving in Bombay and Calcutta are allowed as compensatory allowance amounts ranging from Rs. 10 to Rs. 15. These rates are subject to a cut of 50 per cent. in the case of staff on the old scales of pay where they have been provided free quarters or are in receipt of house-rent allowance. During the last war, ministerial staff in certain Central Government offices were also allowed a compensatory allowance of 10 per cent. of their pay in Bombay and Calcutta and recently a compensatory allowance ranging from Rs. 5 to Rs. 20 has also been sanctioned for non-gazetted staff serving in Karachi. The practice has not been uniform in all departments but the general principle followed was to differentiate between officers with all-India service liability serving on uniform rates of pay in costly as well as less costly areas and establishments recruited on definite zonal scales of pay where the pay scales themselves contained an element of differentiation for the higher cost of living. In respect of the subordinate establishments, such a differentiation in basic scales of pay for different establishments existed between Bombay and Calcutta and the mofussil; while in the P. & T. Department the zonal system of pay still continues.

84. Since we have recommended uniform scales of pay, abolishing the distinction between cities and semi-urban or rural areas, we are of the view that local allowances should be limited to a few costly cities. Recently, the Punjab Government have granted a corporation allowance to their non-gazetted employees at Lahore. The Central Government employees have also demanded the grant of a similar allowance. Similar demands have also been made in respect of cities like Delhi, Madras, etc. We are not in a position to appraise the relative cost of living in various cities. We would, in the circumstances, recommend that local allowances at the following rates might be paid for all non-gazetted staff serving in Bombay and Calcutta and would suggest that Government should make a review of the conditions prevailing in other specially costly cities and decide to what extent similar benefits must be extended to staff serving in those cities:—

For Bombay and Calcutta. Pay not exceeding:		Amount of allowance.	
Rs.	35	Rs.	5
„	35— 60	„	7-8
„	61— 80	„	10
„	81—140	„	12-8
„	141—200	„	15
„	201—300	„	17-8
„	301—500	„	20

85. In regard to the bad climate allowance given in unhealthy areas, we recommend that the classification made by Provincial Governments may be followed as they are in the best position to decide what areas are particularly unhealthy and require the grant of such an allowance.

86. In regard to the Frontier Allowance, we understand that this is at present given to all non-gazetted staff employed on certain sections in the Quetta Division as well as in the Rawalpindi Division of N.W.R., the rates ranging from Rs. 5 to Rs. 40 and not exceeding 30 per cent. of pay. Certain civil establishments also draw the frontier allowance when serving in India's North-West and North-East Land frontier areas. Similar compensatory allowances are also allowed for certain grades of postal staff, *e.g.*, telephone operators, sub-inspectors, mistries, linemen, etc., when serving in non-family stations in the N.W.F. Some of the witnesses who have appeared before us have complained that these allowances are inadequate for service in non-family stations and have claimed parity of treatment in this matter with personnel paid from Defence Estimates. We are unable to make any specific recommendation as regards the quantum of these allowances but would bring the matter to the notice of Government for redressing what appears to be a source of hardship to low-paid staff.

87. Hill allowances are granted to staff serving in various areas. First we would mention the Simla allowances which originated as compensatory allowances for the migratory staff who were required to move between Delhi and Simla. These include a compensatory allowance and a house rent allowance as well as a winter allowance for the non-gazetted and inferior staff. On the Railway, staff serving on the Kalka-Simla section are entitled to hill allowances ranging from 10 per cent. to 20 per cent. of their pay subject to a minimum of Rs. 2/8/-. P. & T. staff serving in Simla hills, Nainital, Murree, Darjeeling and Ootacamund are also entitled to certain compensatory allowances. One of the grievances which was brought to our notice was that in the Nilgiris while these allowances were given to subordinate and ministerial staff, it was not allowed in the case of postmen and other lower grade staff presumably on the basis that such establishments were locally recruited. We were informed by witnesses who appeared before us that this presumption was not correct and that most of the lower grade employees also came from the plains. We recommend that this matter may be further looked into by the administration so that what seems to be a genuine grievance may be redressed.

88. For these local allowances generally, we are unable to prescribe specific rates but would consider it desirable that in granting the allowance, the practice of the Provincial Government in the matter of granting allowances for their employees should be taken into account.

89. *Field Service Allowance.*—This is generally given to enrolled personnel serving in areas declared to be field service areas whether in India or outside India. Following the military regulations, a limited amount of field service allowance is also given to civilian personnel paid from Defence Estimates when serving in these areas. The question has been raised before us in respect not only of civilian employees of the Defence Department who have this field service liability but also in respect of personnel of the Railway and P. & T. Departments. We understand that during the war when the Defence of India Units were formed on certain railway systems, the staff were given a 25 per cent. increase in pay to cover this kind of liability. In ordinary peace-time conditions, we do not

recommend any specific addition to pay to cover the contingent liability of staff of certain departments to be called for military service. But when such personnel are required to serve in field service areas, we recommend that they should be paid an allowance adequate to enable them to meet the extra expenditure required for the maintenance of their families as they are not in receipt of all the concessions in regard to rations, family allowances, etc., allowed to enrolled personnel under the Army Regulations.

90. *Conveyance Allowance.*—Conveyance allowance is ordinarily an allowance granted on monthly rates for the maintenance of a horse, motor car, motor cycle, etc., or other conveyances when a person is expected to travel extensively within or within a short distance from his headquarters, under conditions which do not render him eligible for the daily allowance under the T.A. rules. The allowance is granted only when a person has got to do substantial touring on duty. It is in no case allowed for journeys between his home and his office. We understand that during the war subordinate staff in certain stations were given a conveyance allowance to meet the cost of transport charges between their homes and their offices where they had to live far away from their offices. On the basis of this concession, a general demand has been made before us for an extension of this concession to all categories of staff and generally to all stations where residential areas are distant from the office areas. Since we have recommended substantial increases in pay, we are unable to recommend the grant of a conveyance allowance as a regular addition to pay to enable staff to meet expenditure on transport from their homes to their offices. A liberal grant of interest-free loans for the purchase of cycles may meet the situation.

91. *Medical aid.*—At present, different rules apply to different classes of Government servants as regards the kind of medical aid they are entitled to. The most favourable rules are those applied to the Secretary of State's Services. The rules applicable to Central Services allow substantially similar benefits and are only more restrictive in the matter of the extent to which the cost of special treatment, special medicines and special nursing can be reimbursed. The rules generally entitle a Government servant to treatment in a Government hospital. If, in the opinion of the authorised medical attendant, there are no such facilities nearby at a Government hospital or in any other approved hospital or if a Government servant is on account of the severity of the illness, not fit to be moved to a hospital, he is entitled to receive free treatment at his residence. Free treatment covers all medical and surgicial facilities available at the Government hospital including Pathological, Bactereological, Radiological or other methods considered necessary by the authorised medical attendant. It also includes the supply of such medicines, vaccines, etc., as are ordinarily available in the hospital, such accommodation in the hospital as is ordinarily provided and is suited to his status and such nursing as is ordinarily provided to in-patients. To the extent that the authorised medical attendant considers consultation with a specialist necessary, charges incidental to such consultation are also reimbursed. Recently Government have extended to the families of Central Government servants similar facilities in respect of medical attendance and treatment free of charge at hospitals. In view of the fact that the Central Government does not usually have its own separate hospitals, the facility of medical treatment is allowed at all provincial

hospitals including hospitals maintained by local authorities and wherever hospital treatment is provided an employee is able to obtain reimbursement of all reasonable expenditure incurred. Cost of medical attendance and treatment at the consulting room is also reimbursed both for treatment of the officer himself and for his family. Government have also waived the recovery of diet charges (due at hospitals) from officials drawing pay of less than Rs. 100 and also in the case of their families when they are in-patients.

92. The difficulties and grievances which have been urged before us seem to be due to the paucity of medical facilities provided generally. The facilities provided for Railway staff have been claimed for all sections of the public service; but the Railways have a medical service specifically intended for their staff. One of the points mentioned to us was that the facilities of free treatment provided for members of the families of public servants do not go far enough and free treatment in the employees' homes has been asked for. To the extent that such free treatment is at present allowed for the employee himself, *i.e.*, where the authorised medical attendant thinks that owing to absence or remoteness of a suitable hospital or of the severity of illness the patient cannot be moved out, the family may also be allowed to receive free treatment at the residence of the employee.

A question of principle has been raised in respect of the existing rules as to the medical attendance to which Government servants are entitled. The expression "authorised medical attendant" is defined in the rules in a manner which involves discrimination between one category of public servants and another category by providing that higher grade officers are entitled to attendance by the Principal Medical Officer, while those lower in the service are ordinarily entitled to attendance only from medical officers of lower grade. It is claimed with some reason that the nature and seriousness of the ailment should be the deciding factor and not the status of the patient. Any attempt to meet this objection will involve a change in the basis of the rules; but as the matter involves a principle, we have thought it right to draw attention to the objection.

93. *Travelling allowance.*—Complaints were made before us that the existing rates of travelling allowance, particularly in regard to mileage by road or daily allowance, were inadequate in relation to the present level of prices. We understand that during the period of the war, *i.e.*, barely two years ago, these allowances were generally revised in an upward direction and an increase of nearly 25 per cent. was allowed in the rates of mileage and daily allowance. At the same time, the daily allowance for specially costly areas was also increased. In view of this fact, we do not feel there is substantial ground for a general revision of the travelling allowance rates. One of the points which was strongly pressed before us was the inadequacy of the daily allowance rates in the case of low paid employees and particularly inferior servants. It was also mentioned that there was an unjust differentiation against the inferior servant in that he was not allowed the additional half fare as railway mileage allowance as in the case of other classes of employees. With the removal of the present designation of inferior servants and the redesignation of this catgory as class IV, we recommend that this distinction may be removed as regards tour travelling allowance and in respect of transfer travelling allowance. We would also recommend that the

adequacy of the present rates of daily allowance, particularly as allowed to the lower categories of employees, should be further considered by Government.

One of the claims made by many categories of employees was for the grant of travelling allowance facilities to them and their families when they proceed to their homes on leave. At present the rules do not generally allow any travelling allowance for journeys made while going on leave or on return from leave except in specified cases. During the war, a money allowance was given to members of the staff taking leave for rest and recreation to enable them and their family (wife only) to make the return journey to their home station or any other place during the leave period. This concession was originally sanctioned as a special concession to members of the staff not entitled to dearness allowance. But the practice has continued even after such staff became entitled to war allowance; we have received vehement protests from the lower staff who received no such concession. We trust that this discrimination will cease.

Most employees have represented to us that in the service of the Central Government they are often employed in stations far away from their homes and they are therefore put to considerable expenditure on travelling to their home stations whenever they take leave. All grades of officers, including the highest paid services, have complained that they are often unable to avail themselves of the facility of taking annual leave on account of the fact that the cost of travelling is so heavy that availing of the leave would not be worthwhile except once in two or three years. On the analogy of the concession enjoyed by Railway employees, many associations and representatives of staff have demanded the grant of similar concessions for non-Railway employees also. We are elsewhere recommending that in view of the uniform scales of pay which we are suggesting for the Railway employees and other categories of civil employees, the existing benefits which the former enjoy in the matter of pass privileges should be scaled down. We consider that in the case of civil employees of departments other than the Railway Department, an appropriate measure of relief would be the grant of a concession similar to the Privilege Ticket Order (P.T.O.) obtaining in the case of railway employees. This concession should, however, be limited to one set of P.T.Os. for a return journey per year and the number should be limited to the officer himself and to members of his family. We note that at present only the officer and his wife are entitled to the rest and recreation concession, but nevertheless we consider the extension proposed is justified. So long as the financial liability of the employee having to pay a portion of the fare subsists, we do not feel there would be any risk of the privilege being abused If the issue of P.T.Os. on behalf of non-Railway staff is likely to cause any administrative difficulty to the Railway authorities, we would suggest that the employee availing himself of the concession may be allowed to draw it on a T.A. bill and be reimbursed the concession amount.

Out-station allowance, running allowance, etc., are special to particular categories of public servants and they can be conveniently dealt with in the sections relating to those categories of public servants.

E.—HOURS OF WORK: OVERTIME: HOLIDAYS

94. *Hours of work.*—Payment for overtime work forms part of the usual emoluments of certain sections of the public service; it may, therefore, be appropriately discussed here. As the calculation of 'overtime' turns on the number of regular hours of work which each public servant is expected to put in, the question of 'hours of work' also becomes relevant. Incidentally, it will be convenient to refer to the question of 'holidays' also here.

95. There is naturally and inevitably a difference in respect of these matters between ordinary office work and other kinds of work. As regards the employees of industrial or commercial departments (including the A.I.R.), hours of work have to be regulated with due regard to the nature and conditions of work obtaining in the particular department. Provision was made in respect of most of them by international conventions or statutory provisions enacted with a view to giving effect to international conventions. Illustrations are furnished by the laws and regulations relating to work in mines and factories, work on Railways, etc. Some categories of Railway workers had been excluded from the operation of the Hours of Employment Regulations framed under the Indian Railways Act. Their case and that of other Railway workers are now before the Adjudicator. In the P. & T. Department, the hours of work have been fixed by rules according to the varying requirements of different classes of workers (see para. 57 of the Section relating to Posts and Telegraphs in Part III of this report). Beyond a general complaint by many of the services that they are overworked and a demand for reduction of working hours all round and extra payment for overtime work, no materials have been placed before us on the strength of which we can recommend any specific changes in respect of these departments. As observed by us when dealing with the P. & T. Department, any changes in this respect can be made only if and so far as expert examination may show changes to be necessary.

96. As regards office work, it is the opinion of many senior officers that holidays in this country are far too many and that the hours of work may reasonably be fixed at 39 or 40 per week, including an interval of about three quarters of an hour each day for lunch. The Director-General, I.M.S., who may be relied on as a medical authority suggested a 40 hours week. The services were very often ready to appeal to the practice in the United Kingdom; but when it came to the question of holidays and hours of work, they contended that differences between the two countries in climatic and social conditions precluded the adoption of the English practice here. Some services went so far as to suggest a 27 hours week. No useful purpose will be served by discussing the various suggestions put before us. We do not ignore the limitations imposed by climatic conditions in this country; but, likewise, we cannot ignore the hours of work adopted in well-established business concerns, Banks, etc. Making allowance for all factors, we think that normal office attendance may reasonably be fixed at 38½ hours a week so as to provide for 6½ hours of actual work on each week day after allowing half an hour for lunch and 3½ hours of work on Saturdays. If it is desired to increase the lunch interval to three quarters of an hour, the total number of hours of attendance at office will have to be correspondingly increased.

97. A complaint was made that office accommodation was so inadequate and uncomfortable in many places and other amenities so poor that it made sustained work very difficult. This is a genuine grievance and deserves to be redressed as quickly as possible. Useful observations on this point will be found in the Tomlin Commission's report (para. 614). In the recent report of the Assheton Committee, it is pointed out that 'Up-to-date office equipment and accommodation have a potent psychological effect upon the efficiency of the staff. . . . The Government should see that its servants are well-housed and adequately equipped" (para. 23). We may also add that the introduction of some canteen arrangement, especially for lunch, in offices employing a large staff will not merely afford great convenience to the staff but also help them to turn out better work. The need as well as the advantage will be even greater for employees belonging to the working class. When questioned on this point, the Labour Secretary replied that the canteen habit had not yet developed in this country and that a canteen could not be run at a loss or on a subsidy basis. This is a kind of vicious circle which it may not be easy to break. The habit cannot be expected to be developed till some canteens at least are introduced as an experimental measure during peace time. As an alternative, we would strongly recommend that every help and encouragement should be afforded for attempts to run canteens at least on a co-operative basis.

98. *Overtime.*—Nearly every section of the service has complained that the offices are understaffed, that the employees are overworked and that many of them are detained in office till late in the evening; and a general claim has been made for overtime payment in all such cases. There is, on the other hand, a strong feeling in some quarters that some offices at least are overstaffed. Both views may probably be justified, it seems desirable that steps should be taken at an early date to ascertain the staff strength required for each office or department and make due provision therefor. As regards the claim for overtime, we have been warned that there is normally no need for it in the ordinary offices and that the grant of overtime allowance in such offices will only encourage slackness during the regular hours of the day. If once in a way or at some seasons of the year an office has heavy work, such pressure is often more than compensated by slack seasons during other parts of the year. Officers should be instructed to avoid detaining the staff in the office till late hours by reason of any individual vagaries. It must be made a rule that staff must be so detained, if at all, only under the written orders of the head of the office or some other responsible officer. Where they are so detained, a claim for overtime may be legitimate; but the existence of such a rule will itself serve to prevent unnecessary detention of the staff. Even when staff are occasionally detained in the manner above indicated, it would ordinarily suffice to compensate them if they are given an off day after they have worked overtime for a number of days. It is, however, conceivable that even clerical staff may in some departments have their work so linked up with the work of people who have regularly to work overtime that the former also may justifiably claim to have done systematic overtime work. This is stated to be the case in the Ordnance Factories for instance (see Wilmot Committee's report, Chapter II, para. 5). Special provision may have to be made for cases of that kind so far as non-gazetted staff are concerned.

99. There are certain departments and services where overtime work is well recognised and is almost unavoidable. Some representatives of these services, *e.g.*, Railways, R.M.S., Pilots, Customs Preventive Officers, etc., have attempted to argue that if the department concerned would increase its strength and maintain an adequate leave reserve, overtime work could be avoided. We are not satisfied that this is always practicable except at a disproportionate cost. We appreciate the danger of imposing an undue strain on persons called upon to do overtime work. But all that we can recommend is that such work should be minimised as far as possible and also adequately compensated.

100. Compensation for overtime work may be made in one of two ways. In some instances, the employee may be compensated by an off-day which will exempt him from work for a period bearing some definite proportion to the amount of overtime work he has put in. We have suggested something on these lines in respect of certain classes of Railway and Postal employees who may be obliged to work on Sundays or other public holidays. The other alternative is compensation in money. The choice must be determined according to the nature of the work, the frequency of overtime and other service conditions. Where the compensation is to be in money, different rates are known and regarded as fair in different occupations. We do not think that the general claim for twice the normal rate for all kinds of work is justified. In some cases, especially in the case of clerical work, a mere time rate for the extra hours will probably suffice. In certain other cases, one and a half times the normal rate will be reasonable. Where the overtime work involves special strain or exceeds a certain limit or involves prolonged employment during night, the compensation may go up to as much as twice the normal time rate. We are unable to generalise or suggest anything like rules of general application.* The matter must be examined by each department and a fair measure of compensation must be determined in the light of such examination.

101. *Holidays.*—While we sympathised with certain demands of the services even when they seemed extravagant, we found it difficult to appreciate their demand for more holidays. Under the existing arrangement, most offices (except in special departments) do not work more than 260 days in the year (after excluding 78 days on account of Sundays and half holidays on Saturdays and 27 general or communal holidays). Even out of this, public servants are entitled to 14 days (or in some instances even longer) casual leave in the year, 30 days earned leave and nearly a month (on an average) of other kinds of leave (though not on full pay). How members of the service thought fit to ask for an increase in the number of holidays we found it hard to understand. The M.A.G. rightly observes "It is questionable whether any country can really afford to pay for so many unproductive man-days". We are strongly inclined to recommend that every reasonable effort should be made to increase the total number of working days in the year.

*Mr. Vadilal considers that in some cases such as the case of clerical work a mere time rate for the extra hour will suffice. In all other cases, the compensation should be twice the normal rate.

Mr. Joshi thinks that payment for overtime work at twice the usual rates is essential for all overtime work in industry.

102. The question of communal holidays has caused us concern and anxiety. We wish to avoid being misunderstood as lacking in respect towards any community or religion by suggesting that particular communal or religious festivals are less important than other festivals. Senior officers have complained that these communal holidays seriously dislocated work in the office by reason of the absence of one portion of the staff. The remedy is certainly not, as was suggested by some service representatives, to declare all communal holidays to be closed holidays. An attempt must be made to see if the situation cannot be met by slightly increasing the number of casual leave days and abolishing all communal holidays, giving the option to each member of the service to take casual leave if he so desires on such of the festival days of his community as he considers sufficiently important to justify his absence from duty.

103. A point was made before us that some officers insist on production of a medical certificate even when casual leave is asked for. We must strongly condemn the practice, if it exists. It may be admitted that leave is not a matter of right and it may also be true that exigencies of public work may prevent a man being relieved from duty on the day he wants. But the exigencies will not change on his producing a medical certificate. The practice will not merely put the employee to unnecessary expense but will demoralise him by compelling him to pretend illness. Certain services, practicularly of the Railways and Posts and Telegraphs Departments, complained that they are generally or frequently obliged to work even on Sundays and other holidays. As such services stand on a special footing, we have discussed this point in the particular sections dealing with those services.

F.—RACE AND SEX—DIFFERENTIATION ON GROUNDS OF

104. Our recommendations have so far proceeded on the footing that the principle of equal pay for equal work is accepted and that the public services will normally be manned by Indians of the male sex recruited in India. A few words remain to be said on the question, what differentiation, if any, should be made if and in so far as non-Indians or women may be employed. We need hardly say that we are not prepared to countenance any distinction based on grounds of racial superiority or racial inferiority nor, so far as women are concerned, any based on considerations of chivalry on the one hand or traditional prejudice on the other. It is, however, possible to maintain that any discrimination in favour of non-Indians or discrimination for or against women will not necessarily involve a departure from the principle of 'equal pay for equal work'. In favour of some non-Indians, it has been claimed that their work is more productive or more valuable and hence their claim for higher pay is justified. It is not necessary to canvass the correctness of this claim in its generality. It seems to us right to assume that, in future, non-Indians are not likely to be recruited except on the ground

*Mr. Vadilal suggests that in this country where the majority of inhabitants are Hindus and Muslims, who do not attach any special significance to Saturdays and Sundays as holidays, the weekly holiday structure should be revised and some kind of holiday structure as is being established in factories should be considered. The number of holidays that one gets in this country is relatively very large as compared with other countries and which this country is specially unable to afford. He would therefore strongly urge the overhauling of the holiday structure.

of special capacity or expert knowledge. If this assumption is right, it will follow that we must be prepared to take them on their own terms. A foreigner, if he is worth his hire, cannot reasonably be expected to come out to India and serve here on the same terms as an Indian serving in his own country. All that we can recommend is that as far as possible such expert or specialist services should be obtained on contract basis, on terms appropriate to the individual concerned and that the need even for such engagements should gradually be eliminated by training our own men for such expert or specialist jobs. Where a non-Indian is for any reason recruited to a post in one of the permanent cadres, it will be best not to alter the basic salary of the post but to compensate him by a special allowance analogous to overseas pay.

105. As regards the employment of women, the problem has not yet become acute in this country, but two or three broad considerations can easily be indicated. To the extent to which Government have to follow the practice obtaining in private industry, Government cannot ignore the consideration that in private industry women are generally paid less than men. This practice finds some justification in the fact that in several kinds of work, women are by reason of their physical limitations unable to produce the same output as men. Further, the argument of minimum wage will not avail women in the same form or with the same force as it applies to men, in so far as it assumes that a man must be provided with the means of maintaining his wife and some children. There are, however, certain kinds of work where the services of women are exclusively or preferably required, *e.g.* school mistresses, lady doctors, nurses, etc.; there are also some jobs which women are found to fill better than men; *e.g.* telephone operators, etc. In such instances, it may be justifiable to pay women better than men and give them more favourable terms. The Superintendent of Education, Baluchistan, stated that on account of the prevalence of the Purdah system, it was difficult to get any women employees at all and he suggested that women teachers there should accordingly be paid higher rates than men. Whether marriage should be regarded as disqualifying women from certain kinds of service, we do not feel called upon to say; but we take note of the fact that generally women are unwilling or unable to continue in such service after marriage. This may require or justify a differtiation in the method of applying to them the rules relating to leave, age of retirement, conditions of eligibility for pension or provident fund benefits, etc. The D.G., P. & T. recommended liberalisation of the rules relating to payment of gratuity and the shortening of the period prescribed for eligibility to provident fund benefits in the case of lady telephone operators. In industrial labour, the arguments in favour of converting daily employees into monthly employees may not apply with the same force to women as they may find it difficult to submit to the rules relating to attendance and discipline to the same extent as men.*

G.—CONDITIONS OF SERVICE

106. The reference to the Commission specifically invites recommendations on three topics, namely, pay scales, leave terms and retirement benefits, under the general heading of 'Conditions of Service'. We have

* Mr. Joshi thinks there is no justification for paying women less for doing the same or similar work. Similarly, it will be equally wrong to pay them more than men for the same or similar work. He also does not agree with the view that arguments in favour of converting daily employees into monthly employees may not apply with the same force to women.

so far dealt with the first of these topics. Before proceeding to deal with the second and the third, it will be convenient to refer to a few other topics comprised in the heading 'Conditions of Service'. When choosing public service as a career, a person may reasonably be expected to take into account not merely the initial salary offered to him and the benefits assured to him on retirement, but also (a) opportunities for promotion, and (b) security of tenure. Various grievances relating to these two subjects were accordingly mentioned to us and several suggestions relating thereto were made both in the written representations and in the course of the evidence. Suggestions as to the post entrance education of public servants have been considered under sub-head (c).

107. (a) *Promotion.*—The points raised under the head of 'Promotion' may be conveniently discussed under three sub-heads:—promotion *vs* direct recruitment; (ii) principles adopted in making promotions; and (iii) the procedure to be followed.

(i) *Promotion* vs *direct recruitment.*—The question of recruitment, as an independent topic by itself, is beyond our scope; but we are obliged to make a few observations thereon as it is intimately connected with the topic of promotion. The representatives of the Subordinate Services naturally insisted that direct recruitment to the higher grades of the public service should be very limited (if not wholly excluded) and that every opportunity should be given to those already in service to rise to the highest grades. Few, however, went to the extreme length of suggesting that all recruitment should be only to the lowest grade. The necessity for direct recruitment at different levels was generally recognised, but, it was strongly insisted that in respect of none of the higher levels should direct recruitment be exclusive but ample opportunities should be afforded to those lower in the service to rise to the higher grades.

108. We are not prepared to throw any doubt on the expediency of making direct recruitment to each of the four classes of the public service; but we should nevertheless like to see the claims of those already in service recognised in an increasing measure by affording to the deserving amongst them abundant opportunities for promotion. In recent years, candidates who enter the lower grades of the services frequently possess much higher educational qualifications than are prescribed as the minimum requirements for those grades. It often happens that persons who sit for competitive examinations for recruitment to the highest grades just miss selection and they accordingly enter grades next below. Few first-class men will be tempted to enter service in these ways, if they are likely to be permanently excluded by outsiders. Without going the length of endorsing the claim for reservation of a high percentage of posts for promotion, we would recommend that the claims of competent men already in the service should be recognised and satisfied to the fullest extent possible. If such men are promoted to responsible posts fairly early in their career, they will bring all the benefits of practical experience without the disadvantages entailed by a prolonged course of routine work. We would also recommend that even when direct recruitment to particular posts is decided on, deserving men already in service should be enabled to compete for such recruitment, by a reasonable relaxation of the rule relating to age limit and other restrictive conditions.

109. The Railwaymen's Federation strongly insisted that among the different grades of the Class III and Class IV Services, there should be little or no direct recruitment to the higher grades. We understood from the Railway administration that direct recruitment of this kind is generally kept at the minimum required in the interests of efficiency and we accordingly make no specific recommendation in this connection. But, we sympathise with the claim that whenever there are deserving men already in the service, their claims for promotion should be fully considered before they are superseded by outsiders. It was complained that those already in service are often ignored merely on the ground that they do not possess the same academic qualifications as outsiders. Here again, we feel that it may not be right to generalise. In jobs where academic qualifications are not of much importance, due consideration may be given to the fact that those already in service have had the benefit of experience, though they may be lacking in academic qualifications. Elsewhere, we have also recommended, particularly in respect of industrial and technical jobs, that it would be good if the administration would itself provide facilities for its servants to qualify themselves for higher posts by undergoing the requisite training. The Superintendent of Education strongly advocated this course in respect of the training of teachers also.

110. (ii) *Principles adopted in making promotions.*—As to the principles to be adopted in making promotions, the familiar controversy between seniority and merit has been revived before us. The general formula of seniority *cum* merit was formally accepted by all; but the advocates of seniority interpreted it to mean that seniority should prevail except when a person has been declared to be unfit. We do not think it right to put such a limited interpretation on the principle. The purpose of promotion is not merely to give the public servant more pay, but also to give him a more responsible position and more extensive authority. The question must, therefore, be judged both from the public interest and from the interest of the individual concerned. The principle of seniority assumes that all members of a particular grade are equally fit for promotion. Such an assumption may not do much harm in the lower grades of the service; but it cannot be generally accepted when dealing with promotions in or to the top grades. The principle of seniority has, no doubt, the advantage that its operation is very nearly automatic and it avoids the need for making invidious distinctions between one person and another and the embarrassment of placing a young officer over the head of an older one. For many situations, especially those in respect of which long familiarity with office work is itself adequate training, the rule of seniority may be generally followed. But, even in this category of posts, occasional instances of exceptional promotion of deserving persons would be an inducement to greater endeavour, provided of course that care is taken to guard against all suspicion of nepotism. In the higher grades of the service, considerations of fitness must have precedence over the claim of seniority. The task of selection may not always be easy or agreeable and the possibility of mistake, unfairness or injustice cannot be wholly excluded, but the situation has to be faced. The efficiency of such a promotion system will largely turn upon the means adopted to determine the relative merits of the candidates. This takes us to the third of the questions above indicated.

111. (iii) *Procedure to be followed.*—In America, methods adopted for rating efficiency for purposes of promotion have almost attempted to find a mathematical gauge; but the success of such methods has been doubted even in America. In the evidence before us, the Services have attempted to throw doubts on the fairness of the methods now in vogue in this country in the matter of making promotions. Even granting that injustice might have been done to some claimants, we are not satisfied that there is justification for the distrust shown. But we would none the less emphasise the advantage of ensuring that every reasonable precaution is taken to avoid a suspicion of favouritism or arbitrariness. Some representatives of the Services have suggested that selection for purposes of promotion should be made (a) by an independent outside agency, or (b) in collaboration with the representatives of the Services or Union concerned. Both these suggestions seem to us impracticable, if not also undesirable. The Head of the Department is primarily responsible for its efficiency and discipline and it is only right that he who is responsible for the maintenance of discipline and efficiency should also be in a position to mete out rewards and punishments. An employee's fitness, capacity and attention to duty are largely questions of discretion and judgment to be determined by his superior officers. An outside agency can scarcely be as competent in the determination of merit as the officers under whose observation employees have been doing their work. In large Departments, the head cannot be expected to acquaint himself at firsthand with the work of each of his subordinates. In such circumstances, he must act in consultation with departmental officers who themselves have personal knowledge of those working in the department. We see no reason to think that the existing practice in the matter of making promotions has not on the whole worked satisfactorily or that it requires any radical change. It is, however, possible to think of improvements which will minimise the chances of miscarriage of justice on the one hand and of mistrust on the other.

112. So far as promotions to Class I Service are concerned, we understand that they are generally made in consultation with the Federal Public Service Commission. All that is necessary in this class of cases is to make sure (i) that no names of persons who have a fair claim to be considered are withheld from the Commission, and (ii) that the materials placed before the Commission are both full and accurate. In connection with the first point, we think it right to mention that complaints were made to us that in some instances names and applications of candidates were not even forwarded to the Commission by the head of the office. Official witnesses denied that such a thing happens, but it was added that if such a thing had happened at all, it must have been because the head of the department thought that the particular candidate had no claim or chance at all. We are not prepared to deny some measure of discretion to the head of the department in the matter of withholding applications, but it seems to us that in withholding applications, he would be laying himself open to criticism, if not also to suspicion and he must, therefore, do so only with great care and a full realisation of his responsibility.

113. As regards promotions in or to other grades of the Service, we understand that the procedure is not always the same. In some cases, the selection is made by a Promotion Board. This is probably the safest and the most convenient method and we should like to see it

adopted as widely as possible and in particular when making promotions (i) to selection grades, and (ii) from non-gazetted to gazetted service. Here again, it was suggested that the Board must include at least one independent outsider, if not a representative of the Public Service Commission. This seems to us to carry the distrust of official heads too far. If the Board consists of independent officers, none of whom is subordinate to the other, we see no justification for the feeling that its decision will be unduly influenced by the opinion or the likes and dislikes of the departmental head who has of course to be there. It may be convenient to have lists prepared from time to time of candidates considered fit for promotion instead of taking a decision after a vacancy has arisen. This will avoid any ground for the imputation that the person who was the head of the department at the moment of the vacancy arising endeavoured to show favour to any particular individual. Some witnesses, in their anxiety to eliminate the personal factor altogether, have gone the length of suggesting that all promotions should be made on the results of examinations. This seems to us to carry the examination system too far. It is recognised that an examination is not by itself a safe or conclusive test and it will be unfair to subject persons already in service to a number of competitive examinations, at all stages of their life, whenever an occasion for their promotion arises. A qualifying examination (as distinct from a competitive examination) may be a different thing. If a person desires to enter a grade where a specialised form of knowledge is necessary, as for instance, in certain branches of the Accounts Department, an examination in such special subjects may have some significance, especially if it is held fairly early in the employee's career.

114. Normally, the materials with reference to which the comparative merits of candidates for promotion should be determined, must be derived from the record of their work, though it may sometimes be useful to adopt a system of interviews in addition. This enhances the importance of the personal record of each employee and, as we heard some complaints in this connection also, we avail ourselves of this opportunity to refer to them. If the personal record is to be really useful, it must be both full and reliable. Without making it unduly long or mechanical, the officer writing it must make such notes as to the qualities of the employee concerned as will serve to aid and guide the judgment of other officers who may have to judge of him. Following the English system, the note may in particular relate to such heads as personality and force of character, initiative, judgment, capacity for taking responsibility, power of supervision, knowledge and zeal, accuracy, official conduct and fitness for promotion (*cf.* Railway Rule 1607 which is limited to gazetted officers). Such a record may be very necessary in the case of gazetted officers, but there is no reason or justification for limiting it to them. To make this record fair and reliable, the rules provide that the employee concerned should be informed of any adverse entries made therein and be given an opportunity for explanation. It has been complained before us that this rule is not always observed. We wish to emphasise the importance of following the rule, if the official personal record is to be treated as a safe guide at all.

115. A suggestion has been made that it would be fairer to the employee if he is given information beforehand that his officer proposes to make an adverse entry in the employee's record instead of being informed of it subsequently. We think there is much to be said in favour of this suggestion and

that it may be tried generally (*cf.* Railway Rules 1609 and 1610). The object of informing the employee may sometimes be to give him an opportunity to correct himself or to improve. If a case is capable of explanation, it is likely that after the explanation the officer might not think fit to make an adverse entry at all. The removal of the unfavourable effect of an adverse entry once made is naturally more difficult, human nature being what it is. The mere privilege of an appeal against the adverse entry may not always be of great value. Another suggestion was made that an employee should have an opportunity of knowing the whole contents of his official record and not merely the adverse entries. The Surveyor General of India strongly supported this course. He pointed out that an officer may work all the more zealously if he knows from his official record that his work is appreciated and commended by his superiors. It was, however, explained that such publicity of the entire official record may lead to unhealthy rivalry in the office and place the head of the office in an invidious position if his views about his subordinates become public property. There is, in our opinion, much to be said both for and against the proposal and we, therefore, make no further comment thereon.

116. Some witnesses of the Postal Department complained that entries in official records do not always reflect the opinions independently formed by the head of the office for the time being, because they are influenced by entries already made in the book by their predecessors in favour of or to the detriment of particular employees. In this connection, they mentioned that the Postal Department has introduced a practice of maintaining a 'Memorandum of Service' to which they took strong exception as calculated to prejudice a new officer on his arrival. It is possible that the purpose or use of this book is not as sinister as was represented; it is in any event not possible to prevent an officer from perusing the record made by his predecessors. We must leave it to the good sense and responsibility of the officer concerned to make sure that he records opinions fairly and independently formed by him.

117. It has been suggested that one of the best ways of determining a person's fitness for promotion will be to give him an opportunity to act in the new post for some time and see whether he justifies himself. Such a course may have its advantages, but it may not always be possible to adopt it; and frequent reversions of persons on the ground that they have been found wanting may have a demoralising effect. It has further been suggested that whenever a candidate who is *prima facie* entitled to promotion by reason of his seniority is superseded, the reasons for his supersession must be recorded. We are not prepared to lay down any hard and fast rule, especially if the precautions above indicated are followed. In many instances, the preference of a particular candidate for promotion, even when justifiable, may not be capable of being formulated in the form of a condemnation of the superseded person. An attempt to formulate the reasons will only provoke needless comment and discussion. We were asked to make it clear—and we agree with the suggestion—that in examining a person's official record for purposes of promotion, his whole record must be taken into account and not merely the latest entries which may record the impressions formed by a particular officer.

118. (b) *Security of Tenure.*—The question of 'security of tenure' has received a considerable measure of attention in the evidence placed before us. It will be convenient to deal in the first instance with the grievances of

permanent employees and deal later with the case of temporary employees. Serious complaints have been made by the Subordinate and lower services that the powers of dismissal and disciplinary action are frequently exercised by junior officers irresponsibly and even vindictively and without giving the employees a fair opportunity for defence. Members of some of the upper grades of the Service have also joined in these complaints. We do not go the length of saying that the Service is free from the type of persons who cannot resist the temptation to abuse power or that injustices are never perpetrated against individuals; but we think that so far as the upper grades of the Services are concerned, the safeguards provided by the rules are normally sufficient to discourage victimisation or unfair acts on the part of higher officials. As we felt that persons who stressed these complaints before us thought more of the interests of individuals than of the public interests, it is as well to draw pointed attention to the Constitutional position. We do so not in any legalistic spirit but to make clear the perspective in which such questions should be viewed.

119. It is a rule of law as much as a rule of commonsense that no person can be compelled to retain the services of an inefficient, dishonest or disobedient servant. In private service, it is well established that a person who complains of a wrongful dismissal is at best only entitled to damages. As regards public service, the principle is well established that a public servant ordinarily holds office only at the pleasure of the Crown. This rule is not peculiar to any particular form of Government; it is a fundamental principle recognised in the public interests. While this is the Constitutional theory, it happens paradoxically enough that one of the main attractions of public service is security of tenure. It must be emphasised that this *de facto* security is guaranteed in the *public interest*, because it is considered that such guarantee is best calculated to promote efficiency and contentment in the public service. While the individual public servant naturally gets the benefit of this guarantee, he can claim it only so long as it is clear that his detention in service will not prejudice public interest. The rules relating to disciplinary action have been framed with a view to giving the maximum of protection to public servants consistently with the above principle:

120. The power which the Crown possesses of terminating a public servant's tenure of office has necessarily to be delegated. The principle adopted in the Indian Constitution is that none shall be dismissed by an authority subordinate to that by which he was appointed. It does not seem to us practicable to accede to the proposal that the power of dismissal should be limited to officers of the highest grade. The rules take care to distinguish between disciplinary orders of different degrees of severity and provide that orders of the more severe kind can be passed only by more responsible authorities. They have on the whole also taken care to provide abundant safeguards to secure sufficient opportunity for the public servant to defend himself. Indeed some of the senior officers have complained that the rules are much too stringent and elaborate to enable them to deal effectively with inefficient and disobedient employees.

121. The claim made by the Service representatives before us proceeded on a mistaken identification of the steps taken for the dismissal of a public servant with the steps in a criminal trial. It was for instance said that if the head of the office who charges his subordinate with inefficiency or misconduct should himself exercise the power to punish a subordinate, the position would be similar to that of a Prosecutor himself acting as Judge and a fundamental principle of justice would be violated. The analogy is

simply not true. As we have pointed out before, the real question in such cases is whether it is in the best interests of the Service to allow a particular person to continue in service. While care should be taken to eliminate the possibility of personal dislike coming into play, the officer responsible for the efficiency and discipline of the office must have a voice in deciding the above question. To assimilate the procedure as far as possible to judicial procedure, the rule provides for opportunity for defence and also for at least one appeal against the officer's decision. We understand that a practice has latterly been introduced in many departments, particularly in the Railways, of having such questions dealt with by a Personnel Officer. An extension of this practice wherever possible will remove any force that objections like the above can have.

122. It was said that the right of appeal is not of much value because all officers are possessed of the same kind of mentality and the appellate authority generally supports the decision of his subordinate. It was even said that before taking disciplinary action, the subordinate generally consults his superior officer and that in such circumstances it was futile to expect the superior officer to differ from the subordinate officer. The officers who gave evidence before us indignantly repudiated these insinuations. We were told that it was now a well recognised rule in the Service that the officer to whom an appeal would lie in any matter should not allow himself to be consulted beforehand in the matter. The mere fact that the appellate authority confirms the order of the subordinate officer does not warrant the assumption that he has not independently considered the matter. The view of the officers was that punishments were awarded only in such clear cases that there was no occasion for anybody taking a different view.

123. We were asked to recommend that all charges, which, if established, would justify the dismissal of a public servant, should be tried by an independent body or that the appeal against an adverse order in such cases should at least lie to an independent body. It was further suggested that a representative of the Trade Union or service to which the public servant charged belonged should be associated with the tribunal. The last suggestion was of course opposed by the Administration; but apart from the attitude of the Administration, we may point out that the suggestion misconceives the true role of the Union. Their purpose is to help their members and such help is provided for by the rules. It may also be that in the long run it will be expedient to decide all questions of principle in consultation with the Union. But the application of the principle to an individual case, *i.e.*, the decision whether A is or is not guilty of the act charged against him is in substance a judicial function. To say the least, a Union representative called upon to deal with such a question will find himself in a position of great embarrassment between his loyalty to his colleagues and his duty to give a decision according to his conscience. While we are anxious to secure fair treatment to all public employees, whatever may be the grade in which they may be serving, we do not think that it will be desirable or practicable in the public interest to insist on the intervention of an outside body in disciplinary matters. No public administration can be efficiently run if the authority of the head of the office is undermined. As we have already explained, the interest of the individual officer comes only next to the public interest in importance. When a similar question was raised before the Tomlin Commission, they expressed themselves strongly against the creation of a Central Board to hear appeals against disciplinary orders and affirmed that the responsibility of Heads of Departments must remain unimpaired

(Report, paras. 598 to 602). The question was raised in the U. S. A. before a Commission of Enquiry on Public Personnel in 1934. Mr. Wilmerding (Government by Merit) notes that Civil servants were in favour of a Central Appeals Board, but the Heads of Departments were not in favour of the proposal (paragraph 626). The argument in favour of the proposal was that it would eliminate favouritism and arbitrariness and the argument against was that it would undermine the authority and responsibility of the Head of the Department and make the removal of the inefficient almost impossible. He adds that in certain of the States where an appeal to the Courts is allowed, the reinstatement of the dismissed employee under the orders of the Court has had a deplorable effect on the morale of the service. After all, no officer will find it a pleasant duty to blight a man's career and most officers would much rather prefer to follow the path of least resistance. Mr. Wilmerding winds up with the following words of caution:—"There is great danger that in the quest for impartiality, the efficiency of the public service will be quite forgotten." The Government of India Act [section 266 (3)(c)] no doubt provides for the Federal Public Service Commission being *consulted* on disciplinary matters affecting a public servant in civil employ, but the rules limit such consultation to cases in which the disciplinary order is to be passed by the Governor-General (whether as an original order or as an appellate or revisional order). It is possible to justify the need for consultation in this special class of cases on one of two grounds which may not apply to other kinds of disciplinary orders, viz., (i) that generally there is no appeal or other remedy against the order of the Governor-General; hence, the need for special treatment; or (ii) that the Governor-General cannot be expected to look into all the papers himself; hence the need for advice. It seems to us that the suggestions that we are making presently for a fuller hearing at the stage of appeal and for a regularisation of the machinery relating to the use of the revisional power will suffice to meet cases of real hardship.

124. A complaint was made against the provision which authorises an officer to withhold appeals in cases where no appeal lies. It was said that the officer who has decided a case against the employee (whether in the first instance or on appeal) would never like his decision to be upset and he was therefore sure to withhold the appeal in all such cases. Some way of limiting multiplicity of appeals must however be recognised and such a limitation is wellknown even in the procedure of courts. But the possession by the higher authorities of a power of revision (see rule 18 of the Governor-General's rule relating to discipline of the subordinate services and rule 1725 of the Railway Rules) even in cases in which no appeal is provided for makes the employee desire to take his case before them. Hence, the conflict with the lower authority which withholds his appeal and the insistence on a right of direct access to the higher authority. If a normal way of bringing such matters to the notice of the higher authorities is not provided for, the aggrieved employee is driven to seek indirect means. The judicial procedure of the country provides for revision petitions being presented to the High Court even when there is no right of appeal. On the same analogy, we would recommend that persons who have been dismissed from service may even after their appeal had failed be permitted to petition the higher authorities to review their case. This may seem to add to the work of the superior authorities; but cases of dismissal are not likely to be many. In any event, the assurance and satisfaction which such a privilege may give to the service will be worth the time and trouble involved. At present, the right of an appellant is only to present a written Memorandum. In the long run, it

will also give more confidence and satisfaction to the services if the officer dealing with an appeal (in cases at least of dismissal) would give a hearing to the appellant. This is the course recommended by the Tomlin Commission:—"We recommend" they say "that in serious cases, *e.g.*, where the penalty may be dismissal, an established civil servant should have the right, if he so desires, to have his case dealt with orally before a senior officer of the Department concerned". (Para. 602 of the Report). The Royal Commission on Labour in India have also recommended that in the event of dismissal or discharge an employee should be entitled to appeal in the first instance direct to the head of the department or Divisional Superintendent and in the event of his appeal being dismissed he should have the right of further appeal to the Agent. They also recommended that the employee should be entitled to the same facilities for representation at hearings as is accorded to him at the original hearing (see p. 162).

125. The position as regards the lower grades of the Services, however, requires further consideration; and it is by the representatives of these Services, that the objection relating to the procedure in disciplinary matters was particularly pressed. So far as the Subordinate Services are concerned, rule 44 of the Classification Rules leaves it to the Governor-General in Council to make rules as regards the making of first appointments and their conditions of service, etc., and rule 54 gives to the same authority the power to make rules prescribing the penalties that may be imposed upon members of the Subordinate Service, the authorities which may impose such penalties and the appeals which may be preferred from orders imposing such penalties. The proviso to rule 54 insists that there shall be at least one appeal provided for against an order of a subordinate authority imposing penalties. The rules made by the Governor-General in Council under these provisions follow the Classification Rules in the main. But as the delegation of the power to punish has to be carried far down, persons included in the category of inferior servants who are comparatively large in number and who constitute the bulk of the membership of the Unions are liable to be punished by junior officers. The Unions seem to feel that the humble status of members of the subordinate grades does not always ensure a fair consideration of their case by junior officers who are assumed to be more weighed down by the routine of the administration. This emphasises the need for such assurance as they may derive from a knowledge that in the last resort their case will be considered at least on revision by some high authority.

126. The position under the Railway Rules is further complicated by the distinction there drawn between inferior servants who have completed seven years of service and those who have not had that term of service. In the case of the former, the power of dismissal cannot be delegated to an authority lower than the Head of a Department or a Divisional Superintendent and the power of removal from service cannot be delegated to an authority lower than a District Officer. In the case of inferior servants with less than seven years service, the power of dismissal may be delegated to a District Officer and the power of removal to the holder of a gazetted post. As regards removal from service, the Railway servant who has not completed seven years service is likely to be dealt with rather summarily (under rule 1712). So far as punishment is concerned, it cannot be said that the Unions have no reason for complaining against this distinction drawn with reference to the length of service of the person charged. The Chief Commissioner for Railways insisted that discipline had to be strictly maintained, that necessary powers in such cases had to be delegated to junior officers and that we should not allow ourselves to be misled into attaching undue importance to

an alleged grievance made so much of by some disgruntled persons. We recognise the need for discipline as also the need for delegation of powers, but we are not satisfied as to the necessity or justification for differentiating between persons with seven years or more of service or persons with less than seven years of service. An order of dismissal is calculated to injure both of them equally. The Royal Commission on Labour placed all servants with 12 months' approved service on the same footing.

127. A complaint was next made that though the person charged was under the rules entitled to be helped in his defence by a member of his Union, difficulties were placed in the way of the latter, making it impossible for him effectively to help the defence. Here again, the General Managers laid stress on the disadvantages of allowing dismissed or discharged Railway employees to intervene in such matters by finding a place in the management of Unions. But, as against this, it has to be said that a person still in service will naturally hesitate to incur the displeasure of the authorities by espousing the cause of the accused. It was even said that the officers declined to grant leave to the person in service when he desired to go and help the accused. We do not wish to discuss the truth of such allegations, but it seems to us too late in the day now to quarrel with Trade Unions and their ways. They have not merely been recognised, but also allowed to enforce their demands. Petty restrictions and pinpricks are not likely to undermine their influence but may serve to mar friendly relations between labour and the Administration.

128. It was lastly said that there was often great delay in the investigation and disposal of charges and it subjected the employee to great hardship, especially if he should be kept all the time under suspension. Here again, we were assured by the Administration that a person was not suspended unless it was considered necessary in the public interest to do so. The situation is one which is liable to be easily misconstrued; the Administration would therefore do well to avoid laying itself open to the suspicion of vindictiveness or callousness.

129. The plight of temporary employees has caused us more difficulty and concern. On the one hand, we recognise that even apart from the legacy of war-time conditions, circumstances must compel the Administration to employ a certain proportion of temporary staff; on the other hand, the persons so kept in suspense—often for many years—have genuine grievances to complain of. The long Chapter (Chapter XIV) devoted by the Tomlin Commission to the problem of the 'unestablished' shows that the problem is not peculiar to this country.

130. The evidence placed before us disclosed that in some departments public servants remained temporary for all their life-time. This has had nothing to do with war-time recruitment or recruitment made for special emergencies or projects. We were also informed that in some departments there has long persisted a practice of discharging a whole mass of employees on the 31st March and re-employing them on the 1st April every year. Whatever may be the reason or justification for such conditions, we think it high time that this state of things is remedied.

131. As observed in the passage extracted by the Tomlin Commission from the Macdonnell Commission's report, it is necessary for the harmonious and efficient discharge of public duties to avoid as far as possible employing side by side for any considerable period permanent and temporary, pensionable and non-pensionable officers upon duties similar in character and responsibility. We have endeavoured to see how far the difficulties and inconveniences of the situation may be minimised. It was

admitted before us that in recent years steps have been taken to ameliorate the position of temporary employees, *e.g.*, by admitting them to the benefit of the Provident Fund system, by giving them some of the privileges enjoyed by permanent employees with reference to leave, etc. But we think that more must be done and could be done.

132. War-time employees have pressed us to make recommendations about their confirmation and absorption in the service. In view of the numbers involved and the impossibility of absorbing the totality of them, this subject raises questions of policy on which we do not think it right to make any observations. We propose to limit ourselves to the problem of 'temporary employment' in normal times. The class of employees we have in view are different from 'casual' workers who may be employed *now and then*. The position of the latter is very different from that of those who remain in service for indefinite periods but nevertheless are not entitled to either security of tenure or to pension. It was explained to us that even apart from the recruitment of people for the execution of specific jobs, it would be financially improper to create permanent posts where the need for them could not be foreseen and that it would be incorrect to show a man as permanent against a temporary post. The services contended that in numerous instances, it was the fault or negligence of the Administration that indefinitely postponed the examination of the question of the number of permanent posts required in any particular office or service even when there was no difficulty in ascertaining the same. But as we have said already, there are some services where the question is not one of number at all but the whole service is kept on for years on a temporary basis and in some there is the additional class known as extra-temporary, who are regularly discharged on the 31st March and re-employed on the 1st April. The administration must take early steps to have the question of number required in each office or service examined with some approximation to realities and a similar step must be taken even in industrial establishments to the extent that the nature of work in such establishments permits. In the meanwhile and even after the settlement of this question, some of the categories of persons in temporary employ should be placed as nearly as possible on an equal footing with permanent employees.

A suggestion was made that temporary employees should be paid at higher rates than permanent men, to compensate them for the absence of permenency benefits. We are not prepared to accept this suggestion. It will be unfair to the permanent servicemen and will unnecessarily add to the burden on the public exchequer. It seems to us sufficient to provide that after a certain length of service, say one year, even a temporary employee should be entitled to most of the privileges of a permanent employee in the matter of earned leave, medical aid, provident fund, special allowances like house-rent, compensatory allowance, electricity, water supply, etc. (in places where this is provided for permanent employees). When dealing with the question of 'leave', we are making a recommendation in respect of medical leave also. Where the service is pensionable, the employee must, on confirmation, be permitted to reckon the period of his temporary service also—if unbroken —as part of his service for calculating pension; and it must be understood that his service should not be interrupted merely for the purpose of avoiding this result. Where the service has a gratuity system, the benefit of it should go to the temporary employee also if the other requisite conditions are satisfied*.

*Mr. Joshi thinks that conditions of service for temporary employees should generally be the same as for permanent employees.

133. As regards the question of security of tenure in such cases, we would recommend that where it could be foreseen from the outset that the employment would last only for a limited period, employees should be taken only on that clear understanding. When the employment is long or indefinite, the employee is after a certain time likely to find himself in an embarrassing position if asked to find a new job, especially if he had spent seven or eight years of the best part of his life in public service. The M.G.O. drew our attention to the hardships which 'temporary' employees—daily rated staff—are put to when they are placed on supension pending enquiry into charges against them. On the principle of 'no work, no pay', they are denied any subsistence allowance during the period of suspension and they will not be entitled to back pay even if the charges are not substantiated. Some provision should be made to obviate such hardships.

134. The Union representatives pointed out that by keeping a large proportion of employees on the temporary list, the authorities are able to dispense with their services without any of the safeguards provided against arbitrary dismissal or removal of public servants. This adds force to the plea that permanence should be made the rule and temporary service should be retained only to the minimum extent that is unavoidable and that too for cogent reasons. That even the discharge of a person who has served for a number of years under an indefinite contract may be a hardship is recognised by rule 56 (b) (i) of the Civil Service Classification Rules which provides a right of appeal in such cases.

135. (c) *Education and Training.*—In para. 79 *supra*, we have referred to the demand made before us for help and encouragement to public servants to enable them to educate themselves even after entering service. The claim was made mainly with a view to improve their chances of promotion or successful competition with outsiders in recruitment for higher grades of the service. From the State's point of view, the matter is of wider interest. Heretofore, it has generally been assumed that the ordinary or specialised education which any young man receives *before* recruitment will suffice to qualify him for his job, and for the rest he was left to pick up the necessary training in the course of his work. It was only in some of the highest grades—*e.g.*, in the All-India Services—or in certain technical departments—that it was thought fit to provide a course of training for a person *after* recruitment. The period of probation—in cases where it was provided for—was regarded not so much as a period of training but rather as a period during which the administration had the opportunity to decide whether to confirm the recruit or to dispense with his services. The report of the Assheton Committee (1944) on the training of civil servants in England enunciates the principle that every recruit to the public service will serve the public better if he is given a course of training—long or short—according to the nature of his job. We would invite the attention of the Government to the recommendations of that Committee, which seem to us to be of special importance at the present juncture, when India will require a very large number of trained officials for different grades of the public service. The recommendations cover *all* classes of the service. In paragraphs 39 to 42, they draw a distinction between vocational and non-vocational education and suggest that 'departments should encourage their staff to acquire external qualifications having vocational value.....not only (by) the provision of facilities by means of reasonable time off and other opportunities for study but also the payment of fees in approved cases by the Department'. In non-vocational education, 'the initiative should lie mainly with the individual who should pay his own

fees though the Government might give encouragement by co-operation in the necessary arrangements'. In another place, they add 'even as regards vocational training it is not sufficient to train solely for the job which lies immediately at hand. Training must be directed not only to enabling an individual to perform his current work more efficiently but also to fitting him for other duties and, where appropriate, developing his capacity for higher work and greater responsibilities' (para. 16). It is in this spirit that we have commended for sympathetic consideration the request made by certain classes of employees of the Railways and P. & T. Department for the provision of training facilities see para. 45 of the Section relating to the P. & T. Department and para. 34 of the Section relating to Railways—see also para. 109 *supra* in the Section relating to 'Promotion'. Referring to the future, when the services will be called both to new tasks and to a higher level of performance of the old, the Committee observe 'At this stage, the Civil Service needs to be more consciously directed towards still higher ideals and standards of service and this can only be done by planned and purposeful training.....the service must be pervaded with a sense of its obligations to the citizen as well as to the Crown..... We rate high the need for civil servants to acquire the right attitude of consideration and sympathy towards the members of the public but would add that this attitude should be mutual' (paras. 118—120). The advice is so apposite besides being weighty that we have not hesitated to reproduce it here.

NOTE.—Mr. Anthony desires to add the following note on conduct and discipline especially with relation to the existing Railway Rules. As these suggestions were received by the Commission at a very late stage, it has not been possible for the Members to discuss them in detail but the Commission agree that every endeavour should be made to give effect to the rules in the true spirit and that the employee whose case is under consideration should have ample opportunity of knowing the evidence and arguments adduced against him and of rebutting the same.

"I have always felt very strongly about the provisions in Chapter 17, Volume I of the State Railway Establishment Code, concerning the conduct and discipline of railwaymen. These rules represent perhaps the most fruitful source of unrest in the Railways today. Because of this, I feel that the Pay Commission should make some specific recommendations with regard to these rules.

Rule 1707, regarding the procedure for dismissal should be so amended that the evidence taken at the enquiry shall be recorded. At present the man is usually dismissed without any evidence being recorded. Further, a provision should be added which entitles a man, who has been dismissed after a full enquiry, to receive the copies of the evidence to enable him to submit his appeal.

I suggest that Rule 1708 should be amended. Sub-rule 3, removal for repeated minor offences, should be deleted. This is a sub-rule which is abused over and over again by the Railway authorities. Offences committed by Railwaymen as far back as 25 years, have been raked up to justify removal merely because an employee has become "non-persona grate" with his divisional officer.

Rule 1709 (procedure in cases of removal) should be amended or completely deleted. The procedure set out in Rule 1707, in the case of liability to dismissal should also apply where a railway servant is proposed to be removed. At present, even where it is proposed to remove an employee he has no absolute right to an enquiry and is usually removed without any reason being assigned.

Rules 1712, 1713 and 1714 relating to penalties such as the withholding of increments and the reduction to a lower post, should be so amended as to give the employee an absolute right to demand an enquiry at which all the evidence led shall be recorded. In the event of his being found guilty, and a penalty imposed, copies of the evidence shall be made available to enable him to submit a suitable appeal.

Rule 1717, and onwards, relating to appeals should be so amended as to give a person, when he is dismissed or removed from service, an absolute right of appeal, stage by stage, to the Railway Board."

H.—LEAVE

136. Strong dissatisfaction was naturally expressed at the bewildering variety of rules and regulations now governing the grant of leave to various classes of public servants. The four main sets of rules in force are :—

(i) the Civil Service Regulations, (ii) the Fundamental Rules, (iii) the Revised Leave Rules, 1933, and (iv) the Leave Rules of the State Railway Code. Leave terms for officers engaged on contract are governed by Model leave terms which are generally adhered to in drafting service agreements. The Civil Service Regulations are applicable to civilians paid from Defence Service Estimates. The Fundamental Rules apply to Government servants on the civil side who entered service on or after 1st January 1922 but before the 16th July 1931 or, having been in service on the 31st December 1921 elected these rules. Persons of non-Asiatic domicile specially recruited *overseas* for service in India are governed by these rules irrespective of the date of appointment. The Revised-Leave Rules of 1933 are applicable on the civil side to persons recruited *in India* on or after 16th July 1931. The chaotic condition of the rules relating to the grant of leave to Railway servants was commented on by the Royal Commission on Labour in India in 1931 (pp. 143-144). They added "In the recently Revised Leave Rules issued for Government servants employed in the Railway Department, an effort has been made to bring Railway practice more into line with Railway requirements. . . . We are of the opinion, however, that the Leave Rules are capable of further improvement and recommend continued examination of the whole subject in consultation with representatives of the Workers." The rules now in force in the State Railways are continued in Chapter VII of the State Railway Establishment Code, 1940.

137. Most representatives of the services asked that the provisions of the Fundamental Rules should be made applicable to the whole public service. We are unable to accede to this request. It was with very good reason that the Revised Leave Rules of 1933 were introduced in place of the Fundamental Rules. We have come to the conclusion that subject to the changes indicated below, with a view to liberalising certain provisions, the Revised Rules of 1933 should be the rules of general application for the future. We do not propose to recommend any changes in the Civil Service Regulations or the Fundamental Rules. Those who prefer to continue to have their benefit should take them with their drawbacks (if any), but we would give them liberty to elect to be governed by the Revised Rules with the modifications we recommend.

138. The principal questions raised before us on the subject of "Leave" related to (i) uniformity of leave rules for all sections of the public service; (ii) extension of the period during which a public servant was entitled to leave on full pay; (iii) calculation of pay for the period of the leave; and (iv) limits on accumulation of leave. A number of other questions were also raised, some of which, though seemingly of small importance, sought to avoid practical hardships in the working of the rules

139. *Uniformity.*—There can be little doubt as to the desirability and advantage of having a uniform set of rules; but this is not to say that it will be practicable to treat all sections of the services alike. The broad difference between the industrial and non-industrial sections of the

service cannot be wholly ignored. It will be obviously advantageous, if not also necessary, so to frame rules regulating the grant of leave to the industrial employees of the Government as not to create serious differences between Government industrial establishments and private industrial establishments. We do not however wish to suggest any departure from existing practice in this respect. It is not without significance that international conventions relating to leave, rest, etc., deal with private and public industries alike. Again, the nature of the work in certain services, like the Railways, Posts, Telegraphs and Telephones, etc. may call for special treatment in certain respects. Subject to these peculiarities, the endeavour must be to have a common Leave Code for all branches of the service. The Railway Leave Rules may, subject to qualifications necessitated by the nature of the service, be assimilated to the Rules governing the general Civil Services.

140. The following are some of the points of difference between the leave rules governing employees in the civil departments and the corresponding Railway rules applicable to Asiatics:

(1) Under the latter, the earned leave is shorter; superior servants get only 1/15th of service instead of 1/11th under the revised rules on the civil side; inferior servants get only ten days in a year for a service of one to ten years, fifteen days in a year for a service of ten to twenty years and twenty days in a year for a service of twenty years and above, whereas on the civil side, inferior servants get earned leave of 1/22nd of duty throughout their service.

(2) The provisions as to half pay leave are, in many cases, less favourable under the Railway rules.

(3) The Railway rules draw a distinction between gazetted officers and non-gazetted subordinates in respect of the length of leave permissible at a time.

(4) The calculation of leave pay is less favourable under the Railway rules.

(5) So far as temporary employees are concerned, the Railway rules treated all grades alike, giving them earned leave of ten days per year after one year's service and after five year's service temporary employees were treated like permanent employees (with retrospective effect); but, under the Revised Leave Rules of the civil side, temporary staff belonging to the category of 'inferior service' did not earn any leave while those belonging to the three upper classes earn leave at 1/22 of service. By an executive order issued during the war, we understand that even temporary employees belonging to the category of 'inferior service' in the civil departments have been allowed to earn ten days leave in a year after one year's service.

141. The Railway Services insisted on parity in all respects with the ordinary Civil Services. In the course of the evidence before us, the General Managers agreed that it would promote contentment in the services if a reason above measure of uniformity was introduced as between the different services. They also agreed that if medical leave on full pay should be permitted on the civil side, it should be made equally

available to the Railway services. They further desired that the provision limiting leave salary to that payable in respect of the substantive appointment of the employee might be changed in the same manner as might be decided on for the other services. On the principle of uniformity, it was demanded by the service representatives that no difference should be made between one grade of public servant and another, either in the Civil Services or in the Railway service as regards leave privileges. Exception was particularly taken to the way that the category hitherto classified as 'inferior servants' has been dealt with. An easy target for this line of attack was furnished by the provision in the old rules limiting the leave salary of inferior servants to the "available balance", *i.e.*, so much only of the pay as remained after deducting the cost of the arrangement made for the discharge of the employee's duties during his absence. This provision has been removed from the Revised Rules, but the resentment has continued to subsist because even the Revised Rules discriminate against the 'inferior service' (i) by allowing them earned leave only at the rate of 1/22 of duty (instead of 1/11 in other cases), (ii) by limiting accumulation of earned leave in their case to thirty days instead of ninety, (iii) by denying them leave on private affairs, and (iv) by denying them (till recently) any earned leave if they are only temporary employees. The Railway rules also make the discrimination though on somewhat different lines.

142. We appreciate the strength of feeling behind the attack on discrimination of the above nature; but in the endeavour to respect the spirit of equalitarianism, we cannot lose sight of certain material considerations. The use of the expression "inferior service" seems to us to have accentuated, if not created, an inferiority complex. It cannot be disputed that leave rules, especially those which impose on the State the burden of paying full salary to an employee when he is on leave, should be framed with due regard to his *need* for rest on the one hand and to the public interest on the other. It stands to reason that two considerations have a material bearing on this need—(i) the employee's age and length of service, and (ii) the nature of his work. The older a man grows, the greater will be his need for rest. It may also be said that a person who has loyally served the State for a great many years has a greater claim on the State than one who has served only for a shorter term. The situation is analogous to the calculation of a persons pension in proportion to the length of his service. The principle of varying the period of annual leave according to the length of service is well established in England and applies to the upper as well as to the lower categories of public servants. It also stands to reason that the need for rest and the length of rest needed depend to a large extent on the nature of the employee's occupation, the conditions in which he has to work and the burden of responsibility resting on him. Physical strain, though tiresome at the moment, does not produce the same harmful effects on one's health as mental strain. If the remuneration of public servants can be regulated with due regard to considerations like the above, there is nothing unreasonable in regulating their leave also with due regard to the same considerations. This principle of differentiation is also recognised in England. Further, in so far as it happens that public servants when they take leave prefer to utilise the leave period in their home district, a distinction can legitimately be drawn between those who are recruited from the neighbourhood of the places where they serve and

those who are recruited from greater distances. In this country, recruits to class IV services, whether in the civil departments or in the Railway service, generally belong to the locality or neighbourhood, whereas employees belonging to the other grades, particularly class I and II, come from distant parts of the country. These considerations, in our opinion, require and justify a differentiation between class IV service and the other services.

It will however be seen from the nature of our recommendations that they do not reflect any distinction based upon any theory of status. It will be sufficient to point out that according to our recommendations, members of the class IV service are, for purposes of earned leave, placed on the same footings after 20 years of service as members of the other three classes. Again, we are making no difference between public servants of one category and public servants of another as regards their right to full pay during a period of illness because we feel that that is a situation in which the needs of all persons may well be taken to be the same. We are also introducing a provision entitling employees belonging to class IV to half pay leave for a certain period even without medical certificate.

143. Our recommendations in this behalf, so far as earned leave is concerned, are accordingly as follow:—

> As regards employees belonging to classes I, II and III, the Railway Leave Rules will be brought into line with the Revised Leave Rules, 1933, incorporating the changes we are recommending in the Revised Leave Rules themselves. As regards class IV services, the same set of rules will apply both to employees in the civil departments and to employees in the Railway service. This category of employees will earn full pay leave at the rate of 1/22 of duty during the first ten years of their service, at the rate of 1/16th of duty from the 11th to the 20th year of service and at 1/11 of duty from the 21st year onwards.

144. *Pay during leave.*—It is the general principle that during 'earned leave' a public servant draws full pay. No serious attempt was made to show that the grant of earned leave at the rate of 1/11 of duty was not generous enough. Services which do not have their earned leave calculated on the same basis claimed that they too should have the benefit of that rule and we have just dealt with that question. There is a general claim that the services should have liberty to commute the whole or any portion of their half pay leave into full pay leave for one half of that period. We are not prepared to accede to this claim in this general form. As will be presently seen, we are recommending certain changes calculated to reduce the half pay leave. The case of persons who are obliged to take leave on the ground of illness, however, seems to us to merit special consideration. That is just the time when the employee may be put to considerable expense and it will be a great hardship to place him on reduced pay during that period. It does not seem to us right in principle to insist on his using up his earned leave during his illness. The earned leave is intended for normal rest and recuperation. An illness, which according to the doctor's certificate requires and warrants his remaining on leave for several months must be dealt with in

a class by itself. Under the Revised Leave Rules, public servants belonging to classes I to III are entitled to half pay leave either on medical certificate or for private affairs. Those classified as inferior servants get half pay leave only on medical certificate. The Railway rules allow to officers and subordinates a short period of leave on half pay which may be availed of either on medical certificate or for private affairs. Members of the inferior service are allowed leave on half pay only on medical certificate. The period of half pay leave is also shorter in the case of inferior services.

145. It seems to us reasonable that for all services there should be available a certain period of full pay leave on medical certificate. We also think that the scheme of the rules relating to half pay requires to be recast on more reasonable lines. To achieve these two purposes, we recommend the substitution of the following scheme of half pay leave rules in place of the existing provisions both in the Revised Leave Rules and in the Railway Leave Rules:—

146. Half pay leave must also be *earned* like full pay leave. The reasons which we have assigned for a differentiation between class IV service and the other categories in respect of "earned leave" will hold good here as well. We accordingly recommend that members of class I, class II and class III services will be entitled to half pay leave at the rate of 1/16th of duty throughout their service and members of class IV service to half pay leave at 1/22nd of duty for the first 20 years of service and at 1/16th thereafter. When leave is granted on a medical certificate, any public servant will be entitled to commute the half pay leave that he has earned into full pay leave for one half of that period, subject to this limit, *viz.*, that for the whole period of a man's service the 'full pay leave' on medical certificate shall not exceed six months. To provide, however, for cases in which a public servant may require leave on medical certificate when he has not earned enough of half pay leave under the above rule, we recommend that on production of medical certificate he may be granted 'leave not due', but this shall be only on half pay and subject to a limit of three months at a time and six months in all, such leave being debited to leave subsequently earned.

147. *Calculation of leave salary.*—During full pay leave, a public servant draws under the Revised Leave Rules a salary equal to the average of last 36 months pay or of last 12 months substantive pay, whichever is greater. Under the Railway Rules, the leave salary is equal to the pay drawn or that would be drawn by the employee in the permanent post held by him substantively on the date preceding that on which he proceeds on leave. Both these methods of calculating the leave salary have been criticised. It has particularly been insisted on that they deter public servants holding officiating appointments from going on leave because their leave salary will be very much less than their officiating pay. The alternative suggested is that the leave salary should be the average of the last 12 months' pay, whether substantive or officiating. This was the position under the Fundamental Rules, but it led to the anomalous result that a person who had officiated, say for 12 months, in a higher post, found it more advantageous to go on leave at the end of his officiating period than to revert to his substantive post and during the whole period of his leave his salary would be calculated with reference to the pay of his officiating post, though most of his leave had been earned not during the officiating

period but much earlier. We are not prepared to encourage this course. But we recognise that the Railway Rule errs on the other extreme and is particularly hard on those who belong to services where the grading of posts is such as to keep people in officiating appointments for long periods. We think that the provision in the Revised Leave Rules, 1933, is, on the whole, calculated to do justice. In deference, however, to the strong desire of the services, we would recommend the following modifications:—

(a) the salary for the first 30 days out of leave taken at a time may be calculated on the average of the last 12 months pay, whether substantive or officiating. This may be justified on the ground that a man who has served several months at a certain pay has earned some leave *on that pay*. The limitation of this privilege to 30 days has a two-fold advantage: (i) it will encourage people to take leave each year if they wish to secure the benefit of the higher pay, and (ii) it will preclude a man drawing the higher pay for *several* months merely on the strength of his having officiated in a higher post for 12 months or thereabouts. We further recommend that the Railway Leave Rules may also be amended to the same effect. (b) for the periods of leave beyond the first month the rules in the civil department may be brought into line with the rules in the Railways. The leave salary will be calculated with reference to the pay drawn or that be drawn by the employee in the permanent post held by him substantively on the date preceding that on which he proceeds on leave.

148. *Accumulation of leave.*—In the U.K. accumulation of leave is not encouraged or even permitted. For reasons which are easily understandable, the Indian Administration adopted a different practice. The Civil Service Regulations imposed a four months limit in respect of privilege leave. The Fundamental Rules imposed no limit on accumulations, but under the Special Leave Rules, a person was entitled only to eight months' full pay leave *at a time* and under the ordinary rules to four months at a time. The Revised Leave Rules of 1933 imposed limits on accumulation as follows:—150 days in the case of employees of non-Asiatic domicile, 90 days in the case of Asiatics in superior service and 30 days in the case of the inferior service. We understand that during the period of the war these periods were increased by executive order We do not think it necessary to discuss all the suggestions made before us. We think that as a matter of principle, public servants should not merely be encouraged but even compelled to take leave at short intervals so that the public service may have the benefit of their return to duty in renewed health. In view, however, of the very strong volume of opinion in the services in favour of some relaxation of the limit of accumulation, we recommend an extension of the 90 days limit to 120 days generally and to 180 days if the leave is spent out of India. Employees belonging to class IV may also be allowed to accumulate earned leave to the extent that may be earned during four years. The Railway Leave Rules also may be brought into line with these proposals. We nevertheless expect that public servants will realise the advantage of availing themselves of their earned leave at short intervals. It is to facilitate this that we

have recommended the grant of P.T.Os. to public servants who wish to proceed to their home Province on leave. We make the exception in favour of leave spent abroad because there is much to be said in favour of encouraging foreign travel by public servants*.

149. *Temporary employees.*—As regards temporary employees, we are not disposed to recommend any change in the existing rules so far as persons employed for definite short terms are concerned. Where persons are kept on indefinitely, we think that after completion of one year's service they should begin to earn leave on full pay as well as leave on half pay on the same terms as permanent employees of their grade with the like right to commute the half pay leave into full pay leave on medical certificate. Service representatives have bitterly complained that officers take undue advantage of the principle that leave is not a matter of right and frequently decline to grant leave when asked for. They have attributed this to the absence of adequate leave reserve. Some of the answers to our questions led us to think that difficulty often arises when a number of people apply for leave at or about the same time, *e.g.*, during the marriage season. It will be unreasonable to suggest that the leave reserve should be calculated with reference to such simultaneous demands by a number of employees. Public servants will do well in their own interests as well as in the interests of the service to let the head of the office know sufficiently in advance of their intention to take leave. They must also co-operate between themselves and with the head of the office so as to distribute their leave periods in a convenient manner. In view, however, of the stress laid upon the question of the adequacy of leave reserve, we would recommend that each Department should carefully look into this matter. The theory that leave is not a matter of right must like all similar theories be invoked only as the last resort and every endeavour should be made to oblige and even encourage public servants when they wish to avail themselves of leave which they have earned.

150 A minor point was raised as to the calculation of leave periods when Sundays or other public holidays precede or come at the end of a leave period or intervene during a period of casual leave. We think that when a public holiday just precedes a period of leave or comes at the end, the employee may well be allowed to prefix it or affix it to his leave as a matter of course. It also seems to us fair that when public holidays occur during a period of casual leave, the holidays should not be debited to the leave account. Small concessions like these are well worthwhile to create a feeling of contentment in the services.

151. A claim was made that the provisions relating to 'Study leave' should be more liberally worked. It was asked—and we agree with the demand—(i) that it should not be limited to the gazetted services, and (ii) that it should not be limited to studies *abroad*. With growing facilities for higher studies in India, there is no need or justification for the latter restriction. But we are not satisfied that the services were right in asking that the study leave provisions should be made available to every employee who wishes to qualify himself for promotion or for higher jobs in the

*Messrs. Hossain Imam and Vadilal Lallubhai desire to add the following remarks :—

We would keep the 'leave accumulation' leave rules the same as at present, *i.e.*, the accumulation of leave should be up to 90 days for the leave spent in India and for the leave spent outside India, we would relax this limit upto 180 days.

service. While we wish that every facility and encouragement and even opportunity should be provided for this purpose. We feel that that is not the purpose of the provisions relating to 'Study leave'. They obviously have in view specialised scientific or technical studies and not the mere passing of qualifying examinations. It was also suggested that the allowances provided for in the existing 'Study leave' rules were inadequate. Perhaps they are so in the changed conditions of to-day, particularly in relation to the probable expenses of study *abroad*. The matter deserves to be examined, if the Government is disposed to encourage foreign studies by public servants.

152. As we have recommended that accumulation of earned leave may be allowed for four months (and six months out of India), it may be necessary to change the present rules limiting the maximum leave salary payable to some of the higher officers. We understand that a limit of Rs. 1,500 is imposed in respect of full salary (and a corresponding limit in respect of half-salary) if the period of leave exceeds four months. This period may be exceeded when a man combined sick leave with earned leave or spends his earned leave out of India. This seems to us an unmerited hardship and the hardship may be felt the more acutely now that we have scaled down the higher salaries. We would, therefore, recommend that this limit on the maximum salary payable during leave may be removed in the case of those who are to be governed by the new scales of pay recommended by us.

153. It was said that officiating officers were reluctant to take leave because the period of leave would not count for purposes of earning increment in the officiating pay scale. We are not able to sympathise with this attitude and we are unable to recommend that even the period when they are not on duty should count for increment in the officiating scale. The practice of allowing broken periods of officiating duty to be reckoned together for purposes of increment in the officiating scale is itself a concession and we see no justification for carrying it further.

154. It was next represented that a practice recently introduced by the Finance Department forbidding the grant of additions to pay in officiating appointments for vacancies of two months or less is calculated to thwart the policy of encouraging an annual holiday being taken by officers. The Auditor General who is evidently inclined to sympathise with those who object to this practice explained the position as follows. Under the Revised Leave Rules, a person can ordinarily take leave on full pay only for 30 days and even under the Fundamental Rules only for about six weeks annually. If no officiating appointment for the leave vacancy can be made for less than two months, the Auditor General pointed out "Considerable administrative pressure is put on the individual to take his holiday only every two years or so in order that some one may officiate on enhanced pay in his vacancy". The recent prohibition is said to have been introduced on the analogy of the practice obtaining in England. But the Auditor General observed that "It is alien to the Indian system". We have been reminded that a person who has been called upon to do the duties of a higher office cannot be expected to put his heart into it if he is not to get the pay normally pertaining to that office. We have also been told that the new rule will hit the lower grades of the service particularly hard because the difference between the permanent and the officiating pay

will mean an addition—which they can ill afford to lose—to their modest salary. We accordingly recommend that this new ban may be abrogated, and the matter be left to be governed by the pre-existing practice.

155. Many representatives of the services claimed that such leave as they were entitled to, but did not in fact take, should be calculated just before their retirement and be permitted to be exchanged for a cash benefit equivalent to their salary for the leave period. This is a misuse and misapplication of the leave privilege, and we consider the existing practice of allowing leave preparatory to retirement is in itself generous. As we have already explained, the object of the provisions relating to leave is not to add to the income of the public servant but to enable him to keep himself fit to give of his best to the service. We are unable to countenance the claim.

156. In view of doubts raised as to the 'allowances' payable during leave, we wish to make it clear that it is our intention that in all cases in which a person is entitled to dearness allowance, he should continue to receive it even when he is on leave. House-rent allowance and compensatory allowance (if he is entitled to them) must also be paid to him even during the leave period as a matter of course unless it appears that he has vacated his quarters or wound up his establishment in the place with reference to which these allowances were payable to him. In these days, it will be exposing him to great risk if the State should *insist* on his vacating his house or winding up his establishment when he goes on leave.

157. The Principal of the Ajmere College raised a question as to the accumulation of earned leave by persons serving in Vacation Departments, particularly the Education Department. Such employees get only three or three-and-a-half days of earned leave per year and the Principal stated that they are not permitted to accumulate this leave over several years. We are not satisfied that such could have been the intention of the rules, but we should like to see the matter placed beyond doubt. The reasons urged against accumulation of leave beyond 90 days or 120 days cannot apply here. For all his full term of service, a person cannot at this rate accumulate more than 90 or 100 days. We see no justification for preventing accumulation in this class of cases.

158. The M.G.O. drew our attention to what he thought were certain anomalies in the Leave Rules governing his department. In his reply to our questionniare, he said: "Up to 30 days infectious disease leave with pay is granted to gazetted and non-gazetted civilian personnel generally when the individual or members of his family are suffering from an infectious disease. The rule does not, however, apply in the case of gazetted and non-gazetted personnel who are permanent or are recruited against sanctioned establishments when the employees themselves are suffering from an infectious disease. Contagious disease leave with pay is granted to non-gazetted civilian personal when they or their families are suffering from contagious disease, except, however, in the case of gazetted and non-gazetted personnel holding sanctioned establishment appointments". By some oversight, this matter was not further elucidated in the course of his oral evidence. The matter may be looked into and the anomaly, if any, set right.

159. Some doubts were raised as to the availability under the New Rules of the provisions of the old rules in respect of Hospital Leave, Special disability leave, Absence necessitated by accidents suffered in the course of duty, etc. We do not see any reason why they should not avail people governed by the new rules. If there is any room for doubt, the matter may be placed beyond doubt by necessary amendment of the rules.

Mr. Joshi desires to add the following note:—

"I am not in favour of any discrimination being made in regard to the grant of leave between Class IV service and the other services." I consider that there is no real justification for discriminating against Class IV. In the Social system which prevails at present wherein manual labour is not only less paid than it deserves but is looked down upon, there is even justification for some discrimination being made in favour of Class IV, such as in providing him with medical leave on full pay when his earned leave is exhausted and he has to take 'leave not due' on medical certificate. Manual work is as essential for the good of Society as any other class of work and the removal of any discrimination which at present exists to the disadvantage of manual workers will do good to the community as a whole.

Even in the matter of medical leave the employees of Class IV will be at some disadvantage inasmuch as their earned leave, in a given period, will be less than that of employees of other classes and so when an employee of Class IV becomes sick, his earned leave for being converted into full pay leave on medical certificate will be less than that of an employee of other classes and consequently medical leave on full pay will be available to him for a shorter period than an employee of other classes and he will have to take 'leave not due' on half pay much earlier if his sickness continues longer than the period of his earned leave."

J.—RETIREMENT BENEFITS

160. We attempted to make exhaustive enquiries regarding retirement benefits since all sections of Government servants rightly attach great importance, (next only to pay) to these benefits.

161. Broadly speaking Central Government servants, including civilians paid from Defence Estimates, may, for the present purpose, be classified into the following groups:—

(a) Permanent pensionable employees;

(b) Permanent non-pensionable employees entitled to alternative retirement benefits, *i.e.*, a Contributory Provident Fund and/or special contribution or gratuity;

(c) Temporary employees.

The rules regarding pensions in the Civil Service Regulations are applicable to the first category which embraces the greater proportion of civilian employees. A small and rapidly diminishing number of railway employees also belong to this category. The bulk of the employees in the Indian States Railways, however, belong to the second category. There are also a number

of classes of employees on the civil side, particularly holders of scientific and technical posts and persons recruited on contract who are governed by the Contributory Provident Fund Rules, which differ from the Railway Provident Fund in regard to the quantum of benefits allowed. Further the personnel to whom these rules apply do not receive anything like the special countribution or gratuity which obtains in the Railways. In regard to the third category, *i.e.*, temporary employees, the rules and practice differ widely. In the Civil Departments generally, temporary employees are not entitled either to pension or to any other retirement benefits such as Provident Fund, Bonus, etc., except in respect of personnel recruited on contract for definite periods. In the Railways, Workshop and inferior staff drawing not less than Rs. 15 per mensem are permitted to join the Provident Fund after three years' service. In the civil departments persons in 'inferior' service and workmen in temporary service stand excluded from these benefits though they might serve for the same full span of years as permanent employees. Only recently a Contributory Provident Fund has been opened for this class of workers in certain departments like the Central Public Works Department and the Government of India Presses.

162. The existing 'superannuation system' in regard to the Civil Services in India appears to have originated about the middle of the last century as a non-contributory system on the lines prevailing in the U. K. It differs from that system in that the conditions and scales relating to pensions are governed not by Statute but by non-statutory rules. It is similar in character, however, in that there is no legal right to a superannuation allowance and the allowance, though subject to conditions set out in rules and regulations, is sanctioned at the discretion of a specified competent authority. It is earned on the basis of satisfactory and approved service and future good conduct is an implied condition of every grant.*

163. In regard to pensionable employees, the civil service regulations dealing with *Ordinary Pensions* distinguish between the following categories of staff regarding the scale of pension, and in some respects regarding the counting of qualifying service:—

(a) Members of the Superior Civil Services;

(b) Persons who were in service on the 28th August 1919 and elected to remain under the old pension rules;

(c) Persons who elected the New Pension Rules (1919) or were recruited to service subsequent to that date;

(d) Persons who entered service on or after the 1st October 1938 or did not hold a permanent pensionable post on 30th September 1938, who are treated as new entrants for pensionary purposes;

(e) Persons in inferior service.

164. The conditions under which a Government servant qualifies for ordinary pension are as follows:—

(i) the service must be under Government in a post the duties and pay of which are regulated by Government;

(ii) the employment must be substantive and permanent;

(iii) the service must be paid for by Government.

*Mr. Joshi considers that pension or a provident fund bonus is a deferred payment of a liability for the retirement benefits the right for which he acquires while he is serving and cannot be made dependent upon a man's conduct after he becomes eligible for these benefits.

The amount of pension admissible to a Government servant in permanent employment is based on the length of his qualifying service at the time of his demitting office. Subject to variations in special cases, the pension is generally reckoned at 1/60th of average emoluments per year of service. For the first 7 (or 10) years of service, a gratuity of a month's pay per year of service instead of pension is generally allowed. Pension is subject to a maximum of 30/60ths of emoluments and also restricted to specific monetary limits varying from Rs. 5,000 to 7,000 per annum for ordinary pensions. Further, additional pensions are granted to Government servants who have shown special energy and efficiency and put in a requisite minimum of approved service in certain specified posts carrying higher administrative responsibilities.

In reckoning qualifying service, the following broad principles are adopted:—

(i) Active service or duty rendered in a permanent post paid for by Government counts as service.

(ii) In certain conditions service in temporary posts which eventually become permanent and officiating service in permanent posts qualify for pension.

(iii) Certain concessions are allowed in respect of posts for which recruitment takes place normally after 25 years of age and officers recruited after that age are permitted to add to their service qualifying for superannuation pension the actual period, not exceeding 5 years, by which their age at recruitment exceeds 25 years—*vide* Article 404-A, Civil Service Regulations. This concession has been withdrawn in the case of persons recruited on or after 8th August 1937.

(iv) The first four months' leave on average pay under the Fundamental Rules and earned leave not exceeding 90 days under the Revised Leave Rules count as duty. Any other kind of leave may also be counted up to maxima limits ranging from 1 to 5 years, depending on total service (which should not fall below 15 years) and on whether the leave is spent in India or outside.

(v) The pension is reckoned on the basis of the average emoluments actually drawn or which would have been drawn had a person been on duty during the last three years of service. The term emoluments for this purpose has been held to include, besides substantive pay, a number of allowances such as deputation allowance, duty allowance, acting allowance, etc., subject to the observance of certain conditions.

The rules in these respects follow to a considerable extent the U. K. model and like the latter have laid themselves open to the charge of being complicated and vesting very wide powers of interpretation in the financial authorities.

165. Ordinary pensions are of the following kinds:—

(i) Superannuation pension which is granted to an officer who is required by the rules of his service to retire at a prescribed age. This age is generally 55 years in the case of non-ministerial employees in superior service while in the case of ministerial

employees (except those who were not in service on 31st March 1938 for whom the age limit is 55 years) the age of compulsory retirement is 60 years.

(ii) A retiring pension is granted to an officer who is permitted under the rules to retire after completing a fixed period of qualifying service. This limit is usually 30 years, but the period has been reduced to 25 years in the case of officers who are governed by the New Pension Rules (1919). Personnel entering permanent service after 31st March 1938 are also required to put in 30 years qualifying service before becoming eligible for retirement pension. As a sort of *quid pro quo* for the benefit allowed under the New Pension Rules of optional retirement after completing 25 years' service, Government have also reserved the right to retire without assigning reasons, a Government servant who is eligible to exercise the option to retire after completing 25 years' service.

(iii) An invalid pension is granted to an officer when by bodily or mental infirmity he is permanently incapacitated for the public service or the particular branch of it to which he belongs. The scale of pension on invaliding follows roughly the scales for superannuation pension.

(iv) A compensatory pension is granted to an officer whose permanent post is abolished and when it is not possible for Government to provide him with suitable alternative employment.

(v) A compassionate allowance may be granted to a Government servant who is removed from Government service for misconduct, insolvency or inefficiency.

(vi) The pensions of inferior servants are governed by a special set of rules issued in 1936. These rules differ from the rules applicable to superior servants in the following main particulars:—

(a) the age of compulsory retirement is 60 years;
(b) retiring pension is admissible only on completion of 30 years' service;

(c) Compassionate, invalid or superannuation pension is admissible only on completion of a minimum qualifying service of 20 years and thereafter at 1/60th of pay per year of service; the amount payable is subject to certain maxima ranging between Rs. 8 and Rs. 20.

166. Extraordinary pensions are granted to Government employees who are injured or to the families of such employees who succumb to such injuries or are killed in the course of the discharge of their duties (unless the injury or fatal accident is caused by the employee's own negligence). This benefit is granted to all civilian employees of Government whether permanent or temporary, whether on a monthly rated or daily rated basis and whether their pay is debited to Civil, Railway or Defence Estimates. A person who is entitled to the benefit of the Workmen's Compensation Act is, however, excluded from these benefits in certain

circumstances, or only receives a differential benefit. There are two sets of rules which are applicable—

(1) Chapter XXXVIII of the Civil Service Regulations which apply to all old entrants; and

(2) The Central Civil Services Extraordinary Pension Rules which apply to new entrants who for this purpose are persons entering permanent service after 1st April 1937.

Extraordinary pensions are either in the form of injury pensions payable to the Government servant himself or family pensions payable to the widow or minor children and in certain exceptional cases to the parents of the deceased employee. The scale of benefit varies according to the pay, status and rank of the employee and in the case of injury pensions, according to the extent of the loss of earning power. It is not necessary to give greater details, since the main complaints which we have received related to the system of Ordinary Pensions. In regard to extraordinary pensions, it is our view that the rules themselves are adequate and whatever grievance has been voiced against them was in regard to the failure to apply these rules in a liberal and reasonable spirit and not on the score that the relief afforded under the rules is in itself inadequate.

167. On the civil side, specialists recruited on a contract basis for a period of five years (in some cases reduced to three years) or more are generally entitled to subscribe to the Contributory Provident Fund. An employee must under these rules subscribe not less than 6¼ per cent. and not more than 15 5/8 of his emoluments while Government contribution to the fund is admissible at the rate of 6¼ per cent. of the subscriber's emoluments. The rate of interest is fixed from year to year according to the current rate of Government borrowing. A separate set of rules apply to temporary workmen employed in establishments like the C. P. W. D., the Mints and the Security Press, P. & T. Workshops and to workers in Ordnance Factories. The rates of employees' subscription and Government contribution vary both from the Railway rules and the Contributory Provident Fund Rules. Non-pensionable employees in the Railways are eligible for Provident Fund and gratuity. Subscription to the Provident Fund is compulsory for persons in permanent service (except inferior staff) and optional for workshop and inferior staff on completion of three years' service. Inferior staff drawing not less than Rs. 30 per mensem and other staff drawing not less than Rs. 15 per month have also the option to subscribe to the Fund. Temporary employees and persons drawing less than Rs. 15 are not permitted to subscribe. The rate of monthly subscription is 1/12th of emoluments and Government's contribution is cent. per cent. of the employee's contribution. A gratuity (now termed Special Provident Fund Contribution) is allowed in the case of employees who subscribe to the Fund. It is described as a reward for service which is certified to be efficient and faithful and is payable to persons retiring on completion of 30 years' service or retiring at the age of 55 years or retiring prematurely on account of permanent physical or mental incapacity or abolition of appointment. If an employee dies in service, the special contribution is payable to the heirs. A minimum qualifying service of 15 years is prescribed for a person obtaining a retiring gratuity. The scale of gratuity is, generally speaking, ½ a month's pay for each completed year of service subject in the case of non-gazetted employees to a maximum of 15 months' pay and in the case of gazetted employees to a maximum of 12 months' pay or Rs. 25,000, whichever is less.

168. The replies to our quentionnaire, (enquiring what will be the best method to secure an adequate provision for a Government servant and his family against the two eventualities of retirement and death), disclose a strong cleavage of opinion about the relative, advantages of the Pension and the Provident Fund systems. We are informed that this problem has engaged the attention of Government for many years in the past and has been the subject of discussions in the Legislature, with Provincial Governments and with service associations. When the Railway Provident Fund system was first introduced about half a century ago, it appears to have been the intention to give Railway officers a benefit in the shape of a bonus (employer's contribution) and gratuity which together would be roughly equivalent to corresponding pensionary benefits in the civil departments of Government. But as a result of the substantial increase in the rates of pay granted during the years 1919/1924 and the higher rate of interest then prevailing, the relative advantages of the Railway Provident Fund benefit increased considerably, particularly in the case of higher paid officers. With a fall in the rate of interest (involving a corresponding increase in the commuted value of pensions) and with the introduction of the new scales of pay since 1931, there has been a swing round in favour of pension as being financially more advantageous. On the other hand, much of the criticism against the pension system is due to the absence of any provision in the existing rules for the grant of any benefit to the family of a person dying prematurely in service or on the verge of retirement or shortly thereafter before he has enjoyed for any appreciable period the pensionary benefit which had been earned by years of service. The attention of employees is naturally focussed on hard cases of persons who die prematurely leaving their families in straitened circumstances. In such cases, the utter inadequacy of the present pension system is shown up as against the comparative security of the competence that is left by non-pensionable employees who are eligible for contributory provident fund and gratuity as in the Railway service. This contrast becomes more pronounced when it is studied in the background of the opposing points of view regarding pensions. The employees are apt to regard pension as only deferred pay to the equivalent of which they, (on retirement) or their families (on death) should be entitled. From the point of view of Government, however, pension has been considered as a payment made in recognition of long and efficient service to a retired employee. While from the point of view of an employee, a Contributory Provident Fund system affords him greater freedom to retire, the pension system has often been preferred by Government on account of its stability so far as Government finances are concerned and security in the matter of the hold that Government will retain over its retired employees.

The great majority of witnesses who appeared before us or replied to our questionnaire expressed a preference for a provident fund system on the lines of the State Railway Provident Fund or gratuity schemes, on the ground that they were financially more advantageous to the employees and afforded them greater security all round. A very large number of those who replied to our questionnaire or appeared before us did not, however, deny the drawbacks of the Provident Fund system. With lower scales of pay and lower rate of interest that now prevail, they realised that the advantage was not all in favour of the Provident Fund. In the case of persons on low rates of pay and of those who died early in service, it was realised that their accumulations in the Provident Fund would not furnish, even with the addition of the service gratuity, anything like a sufficient

competence for the maintenance of the family of an employee dying in harness. They were also not unaware of the risks to which persons receiving any lump sum by way of retiring benefits are exposed both on account of difficulties in investment and by reason of their divergent needs. A good few witnesses were for this reason inclined to exchange a part of the provident fund benefit for a pensionary equivalent. We have on the whole been led to believe that the weight of opinion is in favour of a combination of the benefits available under the pension and the provident fund systems and of remedying some of the defects in these systems. How far this can be achieved without substantially adding to the burden of non-effective charges we have endeavoured to indicate in the paragraphs following.

169. Question 34 of our questionnaire (enquiring whether the present rules relating to retirement and the grant of retirement benefits have been found inconvenient or inappropriate) has elicited a number of suggestions. To take the question of the age of retirement first: it is at present 55 in the case of persons other than those in ministerial service and 60 in the case of ministerial servants or those in inferior service Most of the employees' representatives who replied to our questionnaire considered the present age of retirement too high for persons serving in the Indian climate. They asked for a lowering of the limit to 50 years and for liberty for voluntary retirement after a lower minimum service than is prescribed at present. A few service associations and representatives particularly of the scientific services were willing to prefer a higher age of retirement, *i.e.*, 57 or 60 years. A number of public men, however, expressed themselves strongly against the wastage of man-power resulting from too early retirement from service of persons still capable of good work. A typical view is—

> "Far too many Government servants are retired prematurely now by applying the superannuation rules strictly. There is also an unconscious, and at times a conscious, desire to accelerate the promotion of those waiting for the vacancies. It is against the interests of the tax-payer that men of experience and judgment who are in full physical vigour should be asked to go on pension merely to accelerate the promotion of the juniors". (Mr. V. S. Sundaram).

Another witness (Mr. B. L. Nehru) has said—

> "I think that the rule requiring superannuation at the age of 55 is neither in the interests of the State nor in those of the individual and should be amended immediately. At the age of 55 most people are in good physical and mental health and their accumulated experience makes them valuable assets of the State. The loss of such men when they are at the height of their usefulness is a serious matter from the point of view of efficiency and imposes an avoidable burden on the State finances. I would therefore suggest the raising of the age of superannuation to 60 retaining of course the right to retire individuals on the ground of health or loss of efficiency."

We are to a certain extent inclined to agree with these views. The present age of superannuation for the Indian Services has in most cases been determined with reference to the employment of non-Asiatics serving in the Indian climate, that is apparently one of the reasons why the rules have till recently allowed a higher retiring age for persons in the ministerial service and in inferior service. We doubt if in respect of Indians serving

in India it is necessary to maintain the lower superannuation age of 55. We, however, noted the strong objection from service personnel to the raising of the superannuation age on the ground that it would block the prospects of immediate promotion of persons in service. Such a block can only be a temporary phase and those who are blocked today because their seniors are permitted to stay on in service for a further period will similarly have later the opportunity of an extended period of service. In view of the increased financial benefits which we are recommending in the shape of family pensions, etc., and the need to keep the financial burden on the State within limits, we would recommend that the age for compulsory retirement should uniformly be 58 years for all services, with an option to Government to retire an employee on grounds of loss of efficiency at 55 years. These remarks would apply to pensionable as well as non-pensionable services.

170. In regard to the minimum service qualifying for retirement: it is at present 25 years, in the case of persons subject to the New Pension Rules, 1919; for others, including those who entered service after 1st April 1938, the limit is 30 years. We have received representations suggesting that voluntary retirement should in all cases be permitted after 25 years. Some representatives have asked for the lowering of the limit to 20 years. It has been a matter for surprise to us that those who asked for the lowering of the limits have asked for a full pension, *i.e.*, half the average emoluments for 25 years' service or less. In no other country is the retiring age or minimum service for retiring pension as low as has been suggested. In the U. K. the limit for superannuation is in most cases 60 or 65 years of age and full pension is earned only after 40 years' service. Considering the comparatively low age of entry in some of the Indian services, for example, the ministerial and inferior services, we consider that it would be a serious wastage of man-power and would impose an unconscionable burden on the State to retire in their prime employees still capable of good work. In the course of our discussion with representatives of the services, we drew their attention to the fact that a civil servant seeks Government service as a life career and as such should have no claim to retire prematurely to take up more lucrative posts on the strength of experience gained in Government employment when he is still of an age at which his full faculties can be usefully employed in the service of the State. We are unable to accept the general demand for reducing the minimum qualifying limit for approved service or optional retirement to 25 years. The discrimination in the present rules in so far as they permit some groups of employees to retire on completion of 25 years of service is a natural source of dissatisfaction. We would therefore recommend that the concession in Article 465-A of the Civil Service Regulations may be abrogated in the case of all future entrants.

171. Another request made before us was that all continuous service, permanent or officiating, and whether in a permanent post or in a temporary post should count for service and emoluments with reference to which pensions are calculated should include all emoluments drawn in such posts irrespective of the holder being a permanent or a temporary employee. At present temporary service counts only subject to certain restrictions. These restrictions are based on two fundamental limitations namely, that an officer cannot earn two pensions in an office at the same time or in the same continuous service and that two officers cannot simultaneously count service in respect of the same office. Similar res-

trictions exist in the U. K. in regard to counting of unestablished service. The rationale of the restrictions is that the remuneration received in virtue of service in a temporary post or in an officiating capacity is final in itself; and since pension is given only as a recognition of long and faithful service the counting of unsubstantive service is not obligatory. It is very often the case that the remuneration of temporary posts is higher for the reason that persons recruited to them are aware that they have no chance of earning any additional advantage in the shape of retirement benefits. While the restrictions imposed under the present rules are no doubt salutary, their application in a narrow spirit does apparently cause serious hardship. It was pointed out to us that there were numerous cases where there was no distinction in the matter of pay and allowances between holders of permanent and temporary posts, but nevertheless those serving continuously in a temporary capacity in different posts never obtained the benefit of earning pension. A glaring grievance was that certain establishments have been kept temporary for indefinite periods often running to the full normal service of an employee, and certain other establishments were employing people from year to year with only a technical break in the continuity of service thus avoiding permanency and the grant of pensionary benefits. These hard cases require special consideration. We understand that similar restrictions which existed in the U. K. system were removed as a result of pressure from employees' organisations and such temporary and unestablished staff are, if they are post-1935 entrants, now allowed to reckon half of their continuous service as established service. Subject to such conditions as the Treasury might lay down even discontinuous or broken periods of service may be reckoned as qualifying service. We would recommend similar improvements in the Civil Service Regulations.

172. Among the miscellaneous points mentioned before us was a complaint regarding the application of the minimum age qualifying for pension. It was stated that boy peons in the P. & T. Department though past the age at which service would qualify for pension, which is 16 years in the case of inferior service, are not allowed to count such service merely because by reason of the absence of vacancies they serve in the capacity of boy peons. If this complaint is true and they serve in permanent pensionable posts, it does not seem right to deny them the benefit of pensionable service. The qualifying age in the case of superior service is 20 years. In view of the fact that the distinction between Inferior and Superior Service will now be abolished as far as possible we see no reason why the minimum qualifying age in the case of Class IV services should remain as low as 16. We recommend that the age limit should in their case be raised to 18.

173. Many representatives of scientific and technical services complained that the present concession under Article 404-A, Civil Service Regulations was inadequate as many cases of posts created in recent years have not been included within the purview of the rule, though these posts satisfied the requirements *viz.* that the recruitment of personnel was normally over the age of 25 because persons with advanced educational qualifications and practical experience were recruited. We recommend that a suitable enlargement of the category of posts entitling to benefit under the rule may be made.

174. Proceeding next to the question of the scale of pensions, here again, a variety of suggestions have been received. Many have asked for the grant of maximum pension for 25 years' service, the scale being regulated at 1/50th of emoluments per year of service. A few have asked for even a higher rate of pension and for raising the maximum pension from half to 5/8ths or 7/10ths of emoluments. We cannot countenance these requests. A large majority of witnesses have, however, expressed no dissatisfaction with the present scale for earning pensions, namely, 1/60th of emoluments per year of service. We recommend that in view of the additional benefits which we propose in the following paragraphs the rate of earning pension should be changed from 1/60 to 1/80 per year of service.

A few complaints have been received regarding the operation of the maxima limits which exist at present. Pensions are subject to limits (i) of Rs. 5,000 per annum for 25 years' service and above in the case of Government servants subject to the old Pension Rules; (ii) of Rs. 5,000 per year in the 25th year of service rising by Rs. 200 per year to Rs. 6,000 per annum in the 30th year of service for persons governed by the new Pension Rules, 1919; and (iii) of Rs. 6,000 in the 25th year of service rising by Rs. 200 to Rs. 7,000 in the 30th year of service for persons governed by the Superior Civil Services Rules. Some of the persons, particularly those belonging to the Scientific Services or posts which are not classified as eligible for the benefit under Superior Civil Services Rules, have asked for the maximum of Rs. 7,000. Some pleaded for raising the limit from Rs. 5,000 to Rs. 6,000 in all cases as in the new Pension Rules, 1919. We also received protests from some employees regarding the reduced rate of pension admissible to 'new entrants', *i.e.*, those who were not in permanent employment on 31st March 1938. We understand that these reduced rates of pension were prescribed for the reason that the old scales of pension like the old scales of pay were considered too liberal in the economic conditions prevailing after 1931. As conditions have now changed and our recommendations about pay scales are based on that very circumstance, we do not feel that there is good ground for the lower rates of pension for new entrants being continued. A number of Service Associations representing the superior services and certain high officers who gave evidence before us suggested that the maximum pension should be raised, if necessary by absorbing additional pensions. A limit of Rs. 1,000 per month has been suggested by some while others have asked for the retention of a limit of Rs. 8,000 per annum after suggesting additional benefits. It has been argued that in view of the ceiling limits on salaries in the scheme of pay scales envisaged by us there would hardly be any margin for saving in the case of persons belonging to services whose scales of pay would be higher than Rs. 1,000 per month. A drastic reduction in emoluments occurs, it is said, when persons holding high office retire in circumstances which fail to give them the competence to maintain the status and a reasonable degree of comfort to which they have been accustomed during service. There is some force in this contention. In other countries like the U. K. there is no alternative monetary limit, besides the overall maximum of half pay, for the scale of pension which is always a fixed fraction per year of service. Since the additional benefits we recommend for the family are derived merely by reducing the scale of ordinary pension for the employee, it does not seem to us unfair in view of the fall in the purchasing power of the rupee, to raise the present limiting maxima on

pensions. An overall maximum of Rs. 8,000 per year as pension would be in keeping with the maxima limits we have proposed for salaries.

In regard to additional pensions, they are at present admissible to holders of certain specific posts. Complaints have been made that there are serious anomalies in the listing of posts for grant of additional pensions and that the conditions for their grant are too much open to the discretion of the sanctioning authority. A view has been expressed that if a person has been permitted to hold any of these higher posts and to draw the pay attached thereto, the further requirement that the sanctioning authority should certify that he has rendered approved service satisfying the standard of work and conduct required in respect of these posts is superfluous. Inasmuch as pension should be related to the general career of the person and not merely to the pay drawn in the final years of his service, it seems to us that the system of granting additional pensions for persons who had held particular office may be abandoned, especially after we have recommended that the maximum pension may itself be raised to Rs. 8,000 per year, for 35 years' service. Scales for shorter years of service may be worked out on the same basis as at present, having regard to the proposed maximum.

In regard to inferior services, complaint has been made against the difference in the scale of pension and about the hardship resulting from the application of maxima. It has been represented that the scale of earning pension should be uniform for both inferior and superior services and the limiting maxima which prevent the inferior servant earning up to half his average emoluments as maximum pension should be abrogated. It will relieve this grievance if our general suggestion regarding the grant of pension at 1/80th of service for each year of qualifying service subject to a maximum of 35/80ths is applied uniformly for all grades of the service without making a distinction between superior and inferior service. In view of the alternative benefits which we have proposed even for inferior servants, any reduction which may result in the ordinary basic pension through the application of a lower scale of pension *i.e.* 1/80th instead of 1/60th, would not involve any hardship.

175. Railway servants have stated that the existing scale of gratuities or special contribution which they receive is inadequate. Among suggestions made are (1) a proposal from the representatives of gazetted officers for raising the maximum limit to 15 months' pay or Rs. 40,000 as against the present limits of 12 months' pay or Rs. 25,000, and (2) a proposal from some representatives of subordinate services and lower grades for grant of half a month's pay as gratuity per year of service without any maximum limit; a third suggestion from others was for grant of a month's pay per year of service subject to certain limits. Other suggestions on this subject were to reduce the limit of qualifying service for gratuity to 15 years. We see no objection to raising the rate of gratuity to 15 months' pay for 30 years' service or more without making a distinction between gazetted officers and others. Having regard to the ceiling limits on salaries which we have suggested, the existing limit of Rs. 25,000 appears reasonable and need not be raised.

176. We have received numerous suggestions regarding the manner in which average emoluments are to be calculated for pension. At present they are worked out as an average for the last three years of an officer's service. The present rules take into account not only substantive pay

but certain additions to pay and even officiating pay in certain circumstances. A number of associations have asked for the calculation of average emoluments on the basis of 12 months as in the case of leave salary under the Fundamental Rules. As expressed elsewhere, we regard the Fundamental Rules basis as extravagant even in the matter of leave and cannot countenance its extension to other cases. Pension is not necessarily related to the final pay of an officer. The amount of pension must be related to his status on retirement and length of qualifying service rendered by him; the final pay might be an accident of circumstances. Officiating pay and special pay which a person may get during service for discharge of duties of higher posts are properly regarded as their own reward and final in themselves. The permanent feature on which pension should be based is an officer's position in the cadre of the service to which he belongs and it would be wrong in principle as well as extravagant if the present practice under the Civil Service Regulations is to be abandoned in favour of counting indiscriminately officiating emoluments as well as pay drawn in temporary posts. Any hardship likely to result in individual cases might be obviated by administrative action if steps are taken in due time for the confirmation in higher posts of persons who have officiated continuously therein for long periods.

177. Mention may be made of the claim that was made before us by certain employees' associations that even compensatory allowances should count for pension. We see no justification for this claim, since these allowances are given for meeting specific expenditure of a kind which an employee has to incur at a certain place while on duty. The compensatory allowance is not meant to be a source of profit when an employee retires. After retirement he is no longer under an obligation to stay in a particular locality or to incur a higher scale of expenditure on that account. As a reward for faithful service it is only fair that pension should be related to the emoluments of the final years of service which would bear some sort of relation to the standard of living that a public servant had become accustomed to. One of the points raised with Government by certain groups of employees even before this Commission was appointed was that dearness allowance should be taken into account when calculating pensions. We understand that Government did allow a portion of the dearness allowance to count. We think that this must be regarded only as an *ad hoc* method of relief to cases which arose in war time. For the reasons we have explained we see no justification for making any departure from the principle that compensatory allowances as such should not count as reckonable emoluments for pension. Pensioners however desire to be granted dearness allowance. We have dealt with this claim in para. 75 Part II where we have suggested that pensioners drawing Rs. 150 or below should be allowed a certain scale of dearness allowance so long as economic conditions continue to be abnormal.

178. Another claim made by a very large number of employees was that retired employees should be awarded a certain minimum amount as pension, for the same reason that serving employees are secured a minimum wage. Many of these demands are linked up with proposals for social security. As we have recommended a considerable rise in the minimum wage of the lowest paid employees of Government their pension if reckoned as a fraction of emoluments will automatically become higher and we do not find it necessary to make any special recommendation in favour of pensioners in this respect.

179. A suggestion which has been made by a number of departmental officers is that the Provident Fund scheme could with great advantage be

extended to cases of personnel who normally would enlist only for a short term of service even in pensionable posts. The Director General of Posts & Telegraphs for instance, mentioned the case of women employees in the Telephone and other services. Though in this country there is no formal prohibition as in the U. K. against the continuance in permanent service of married women, we understand that in practice many single women who enter service do resign after marriage. In special cases of this kind we recommend that even where the posts held are pensionable posts the alternative of Provident Fund may be allowed to certain classes of personnel.

180. As we have already indicated, opinion seems to be divided on the question whether the rules governing Provident Fund benefits admissible to non-pensionable public servants, as for instance in the Railways, afford a proper provision for the family of an employee who dies in harness or an appropriate benefit to the employee himself on retirement. The great majority of employees' representatives who are in pensionable service (not to mention persons who are in non-pensionable service and secure lesser benefits than Railway servants do under the Contributory Provident Fund Rules) and temporary employees, have all considered that the Railway Provident Fund and gratuity rules are adequate and afford sufficient protection. Among the Railway personnel themselves, both official representatives and representatives of staff, have generally stated that the existing provisions are adequate. Nevertheless some divergent views have been expressed and suggestions made for improvement in the Railway Provident Fund system. Typical of the view which considers the existing system on the railways to be satisfactory is the view of the General Manager, B. B. & C. I. Railway. He says:—

> "The Railway Provident Fund is on the whole satisfactory and generous in the cent. per cent. bonus provided by Government. The gratuity in the case of non-subscribers to the Provident Fund is also adequate. Having in mind the fact that provident fund benefits and gratuity are based on pay, these will automatically increase with the introduction of post-war scales. State Railway Provident Fund Rules have in recent years been progressively liberalised, after discussion with the All India Railwaymen's Federation . . . . . It is generally recommended that membership of the provident fund should be compulsory and not optional and that this should be borne in mind when fixing the pay scales of the lowest paid staff to be allowed to join the Provident Fund. It is important that in no case should the compulsory Provident Fund deductions reduce the monthly money in hand below a living wage level."

In their reply to our questionnaire, the All India Railwaymen's Federation have stated:—

> "A system of retirement pension for the retired worker while alive and family pension for the dependants in case of the death of the bread-winner should be introduced for every wage earner or salaried employee . . . . . pension should not be below the barest minimum required for maintenance . . . . . only a social insurance scheme can provide for all contingencies and the present provident fund system does not adequately provide for families of employees who die or retire prematurely."

The General Manager, B. N. Railway has stated:—

> "Any scheme, whatever be the name, which ensures a steady income to the family of a deceased employee will be welcome. While the payment of lump sum cash benefits has its own benefits, there is no safeguard against the money being squandered away by one imprudent dependent to the perennial misery of the rest. A small but steady income in my opinion will be immune from this hazardous possibility and will be a reliable source of support to the family. As in the case of commutation of pensions, I would advocate a change in the Provident Fund Rules, which would however require enactment, in that to guard against what has been stated above, employees may be permitted to commute lump sum payments under Provident Fund into monthly payments (or pensions) spread over a period of years or till death."

How far a suggestion of the above nature will be welcomed by employees we do not know; nevertheless we commend the last suggestion as one likely to remove a serious defect in the existing Provident Fund system.

181. We cannot leave the subject without referring to the multiplicity of suggestions that have been made to improve the scale of benefits even under the Railway Provident Fund Rules which at present ensure the highest scale of benefit to non-pensionable employees of Central Government. Among suggestions made by staff associations are:—

(a) raising of the maximum limit of special contribution (to this we have already referred);

(b) that the grant of gratuity should be absolute as in the case of Provident Fund benefits so as not to deprive the employee unreasonably of what he has earned;

(c) that a limitation should be imposed if necessary by legislation on the freedom of an employee to dispose by assignment of his Provident Fund assets to others than his wife and family;

(d) that Provident Fund deductions should be 1/10th of the pay instead of 1/12th; minimum qualifying service for gratuity should be 15 years, it should also be the minimum qualifying service for voluntary retirement; that the gratuity should be at the rate of one month's pay for each year of service without any limitations or in the alternative in addition to gratuity a small pension of 1/4th or 1/6th of pay last drawn should be paid;

(e) that the scale of Provident Fund benefits should be revised so as to ensure not in terms of a capital sum but in terms of accruing revenue at Government gilt edged rates a retirement benefit similar to pension;

(f) the amount of provident fund deductions should be raised from 1/12th to 1/6th and in place of gratuity half pay pension should be awarded to the employees after retirement; that special contribution should be earned not only for completed years of service but even for broken period of a year.

182. In regard to the above suggestions, we can hardly agree with suggestion (b) since the existing restrictions under the rules merely exclude a person dismissed from service or removed from service by reasons of his misconduct from the receipt of this benefit. With a suitable procedure for appeals, we do not consider there is any serious risk of the power to withhold gratuity being exercised arbitrarily. However, as provision exists for

pensionable employees being granted a pension or gratuity on compassionate grounds even when they are dismissed or removed, there seems to be justification for introducing a similar provision in the Provident Fund Rules, authorising payment of at least a small gratuity notwithstanding dismissal or removal from service.

We are in sympathy with suggestion (c) for limiting the power of assignment and we understand that the recent tendency on the civil side of Provident Fund Legislation and amendment of rules has been towards this end.

In regard to suggestions (d) and (f) for raising the rate of contribution to the Provident Fund or the scale of gratuity, we are not able to accept them. As the Railway Rules stand, they afford the highest scale of benefit in vogue for non-pensionable employees and by and large we agree that the benefits admissible under these rules in no way fall short of the equivalent retirement benefits open to pensionable employees. The recommendations we have made for increases in rates of pay in themselves remedy one of the grounds for the Railway Provident Fund benefit being relatively less remunerative at present. Our first endeavour has been to ensure an adequate scale of remuneration for all grades of serving employees. Though our recommendations towards this end, particularly in the case of the lowest paid employees who are practically at subsistence level, have not been much influenced by financial limitations, we cannot ignore these limitations by suggesting any wholesale increase in the burden of non-effective charges that will ultimately fall on the tax-payer. It is for these reasons that we have refused to consider increases in the scale of pensions and the same grounds would apply also to the case of non-pensionable employees. In our view, however, a change may be made in the interest of simplicity in the rules for special contribution. The rates may be fixed at half a month's pay uniformly per year of service subject to a maximum of 15 months pay without making any distinction between inferior servants, subordinates and gazetted officers, the gratuity being subject only to the existing overall maximum limit of Rs. 25,000. As regards suggestion (e) the points mentioned were also raised at the meeting with the General Managers of Railways. Any evaluation of Provident Fund and pensionary benefits which reckons the equivalent of the latter on the basis of commutation value will not be correct since the Provident provides a definite lump sum benefit which viewing it in terms of an equivalent annuity would not furnish a lower scale of benefit than the corresponding pensionary benefit.

In regard to suggestion (f), we are not disposed to recommend any change as both in respect of pension as well as gratuity the present rules proceed on a scale of benefits linked to completed years of service. In view of the flat scale which we have suggested for gratuity, it is considered that the rules will operate more evenly in future and that the difference due to the elimination of an uncompleted year of service would be negligible.

183. As far as personnel subject to Contributory Provident Fund Rules (other than Railway Provident Fund) are concerned, the general demand was for raising the scale of benefits uniformly to the level allowed under the Railway Rules. The Contributory Provident Fund Rules usually allow a Government contribution of 6¼ per cent.—the equivalent of the employees contribution while the Railway contribution is 1/12th both as employee's and employer's contribution. A few have suggested the raising of the limit on employee's contribution so as to permit a larger amount to be subscribed while some have suggested the raising of the Government contribution to a higher figure of 1/10th which appears to be allowed at present by certain

institutions or local bodies. Employees belonging to scientific and technical branches appeared in particular to prefer the Contributory Provident Fund system. One of the demands made by such employees was that provision should exist for enabling employees transferred to pensionable from non-pensionable employment or from service under a local or incorporated authority to Government service to retain without break the benefit of continuous service in computing their retiring benefits. Our attention has been drawn in this connection to the Federated Superannuation System for Universities which prevails in the U. K. whereunder is provided a suitable superannuation scheme for members of the staffs, academic and administrative, of Universities and University Colleges and various research institutions of Government in order to facilitate interchange of personnel. The basic idea of the scheme seems to be that superannuation provision should be continuous during the whole working life of a member, contributions being made partly by himself and partly by the Institution of which he is for the time being a member. When a member moves from one institution to another within the Federated system, the accrued rights are transferred to the latter to be continued and augmented during the subsequent period of service and under similar conditions. This is rendered possible by the fact that each constituent Federated institution has a superannuation scheme which in all material respects is the same for all institutions. Each institution deducts 5 per cent from its member's salary as a superannuation contribution and itself adds 10 per cent. to this and the total of 15 per cent. of salary is devoted to paying a premium for an insurance policy of which a number of alternative types are offered. As the member's salary increases, adjustments to the amounts of contributions are made in accordance with prescribed rules. On the retirement or death of the member, the benefit accrues to himself or to his dependents, while if the member leaves the institution for some other Federated institution, his policies are transferred from the one institution to the other. The matter is one which vitally affects a large number of employees serving in quasi-public institutions and local bodies and should, in our opinion, receive sympathetic consideration.

184. In regard to some classes of employees, *e.g.*, Cantonment Officers, Ordnance factories employees, etc., a complaint has been received that Government contribution is not cent. per cent. of the employee's contribution. We have commented on this point when dealing with the departments concerned. In certain cases where the original contribution was lower, Government have increased the scale of benefit for non-pensionable employees, *e.g.*, in the P. W. D. and in the Government Presses. In all these cases, a demand has also been made that a special contribution or gratuity should be added as in the case of Railway employees. In the interest of uniformity and with a view to equalising as much as possible the scale of benefit for pensionable and non-pensionable employees, we recommend the extension of the scale of benefits allowed under the Railway Provident Fund Rules to employees in other departments as well. But we are not prepared to carry the principle of uniformity farther by allowing a special contribution or gratuity in services where none such exists.* The

* Mr. Joshi however desires to add the following remarks :—

"I do not approve of the proposal that persons who are not Railway servants but who are at present eligible for some kind of Provident Fund should be given the benefit only of the Provident Fund bonus on the lines of the Railway Provident Fund but not of the gratuity given to railway employees. I suggest that they should be given the benefit also of the same gratuity which is given to the railway employees."

proposals we have made for allowing temporary employees, workmen and categories at present designated as 'inferior' to subscribe to the Provident Fund will in themselves afford these categories substantial gains which we are not prepared to further augment.

185. On the question whether any differentiation should be made between industrial and commercial employees of Government and non-industrial and non-commercial employees, there has been practical unanimity that no such distinction should be made. In the reply to our questionnaire, the All-India Railwaymen's Federation have stated:—

> "There should be no difference among various classes of employees as the standard of staff are the same irrespective of the employing departments."

This view was further emphasised by them as well as by their constituent members in the course of their oral evidence before us. Similar views have been expressed by the All India Postmen and Lower Grade Staff Union and the All India Postal and R. M. S. Union in their written and oral replies.

186. By question 35 in our questionnaire, we desired to elicit suggestions as to methods by which the existing retirement benefit system for pensionable employees could be improved so as to provide for cases of persons dying soon after retirement and of persons who die early in service before they have had an opportunity, even if they had the capacity, to make adequate provision for the family. It has all along been recognised that the existing pension system has this serious defect that it makes no provision for the dependents of a Government servant who dies while still in service or soon after retirement. When the contingent pensionary right is thus wholly extinguished by the premature death of an employee, his dependents may be left in indigence and it seems to us that it must be the object of public policy to avoid or at least mitigate such results. The question received some notice both from the Islington Commission and from the Lee Commission and has been the subject of discussion in the Central Legislature on more than one occasion. This defect in the pensonary system has been obviated only in cases where the ordinary pension is supplemented by benefits accruing out of a family pension fund as in the case of the Indian Civil Service and in certain other superior services. To a limited extent this contingency is covered in the case of the Railway Services and others who are eligible to subscribe to a Contributory Provident Fund. All these arrangements are contributory and in the main they finance themselves, *i.e.*, they do not impose any charge on public funds over and above the charge which would normally be involved by the payment of pensions. For over 20 years, we understand that the subject has been considered in one form or other in Conferences with Provincial representatives, by reference to service associations as well as by detailed examination in the Government Departments. Throughout these discussions, it appears that it has been clearly recognised that additional pecuniary compensation could not be contemplated for the public services and the endeavour was to devise some sort of readjustment of different facilities which are allowed under alternative methods of providing against retirement.

187. We have received numerous suggestions regarding alternative retirement benefits under one or the other of the schemes which suggest also a combination of these benefits. In examining the relative merits of these proposals we have had to rely on actuarial appraisements made in the past. In the limited time available to us, and particularly because hardly any

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complete scheme has been put before us by any experts or service associations, it has not been possible for us to assess the relative financial implications of the different methods. While making our recommendations on general lines, we must leave it to Government to have the necessary actuarial data considered in greater detail. A scheme which has appealed to us is one under which an employee may surrender a given amount of pension (or provident fund bonus) and obtain a capital sum or an annuity to be paid to certain dependent beneficiaries. There can be several variants of the scheme. In one kind for instance, the surrender may be made at the time of retirement, in which case an actuarial estimate can be made without further medical examination (as is required in the case of commutation of pension) by determining the lump sum amount of annuity payable to dependent beneficiaries for a minimum guaranteed period on the pensioner pre-deceasing them. A scheme of this kind, we understand, is in operation in the Mysore State. Schemes of this kind are also sponsored by certain Insurance Companies. This type of cover would give protection only for one contingency, namely, the death of an employee who has just earned his pension. It might be possible to devise actuarial methods by which a similar option (to be made effective on death) may be given to a person in service, the amount being determined on the basis of the amount he would get as retiring pension on the date of his death. The difficulty in this case is that the sum payable is likely to be a fluctuating amount depending on the employee's length of service and his emoluments at the time of death and it may be difficult to determine the equivalent actuarial value of the amount of contingent pension surrendered at any given point of time. In effect, a scheme of this kind would resolve itself into Government providing life insurance cover for an employee for a certain period, that is, till his retirement. The scheme may, therefore, be considered along with other variants dealing with insurance as an alternative.

188. Another scheme which commends itself to us is one in which a portion of the prospective pension is surrendered *ab initio* in exchange for the guarantee of a lump sum payment to be made on the death of a public servant before retirement or on retirement (if the public servant should survive). The amount of lump sum payment is to be the actuarial equivalent of the value at different stages of service of the portion which he surrenders. Arrangements on this line appear to have been in force in England under the Superannuation Act, 1909 as amended by the Act of 1935, which reduced the scale of pension from 1/60ths to 1/80ths per year of service (subject to a maximum of 40/80ths) but added an additional lump sum payment to the pension at the rate of 3/80ths for each completed year of service subject to a maximum of 1½ years' pay. The amount of additional allowance is also payable as a death benefit to the family of a deceased employee. The change over must have been effected in U. K. on an actuarial basis as involving no additional burden on the exchequer. On a similar basis, it should therefore be possible to devise the amount by which a portion of the pension earned can be surrendered in view of earning a gratuity. We understand that many years back a proposal to surrender one-third of prospective pension in return for the guarantee of a lump sum payment equal to 12 months' pay was referred to Provincial Governments and several service associations. An advantage of the scheme was its simplicity and ease of application to existing members of the service and its similarity to a scheme which had operated satisfactorily in the U. K. for a very long time. But very few associations of Government servants seem to have

expressed a favourable opinion of the scheme and Government concluded that if it was to be adopted it would be necessary to make its terms more attractive to the extent at any rate that the portion of prospective pension to be surrendered may have to be reduced from 1/3rd to 1/4th. The shortcomings of the scheme appear to have been:—

(a) that the lump sum benefits will not be commensurate with the commuted value of the amount of pension sacrificed;

(b) that the benefit secured to dependents is inadequate specially if an officer died early in service:

(c) that persons who obtained rapid promotion during last years of service would suffer;

(d) more than everything else, there was the disposition of the employee to regard pension as deferred pay and therefore to be chary of making any sacrifice if an additional benefit in the shape of family provision could be secured without any dimunition in pension;

(e) a theoretical objection would be that men who survived to draw pension would in such a scheme be penalised for the benefit of the dependents of those dying in service and a scheme of this kind would distribute among employees *inter se* a burden for which, in their opinion, Government should be responsible;

(f) it was further objected that pensioners in the vast majority of cases drew such low amounts that at prevailing high level of prices, they could not afford to suffer any dimunition of the scale of pension.

Though some individuals and associations have argued on the same lines before us, we have been glad to find that among the great majority of employees' representatives, there now exists a disposition to accept a scheme which would bring material benefit to all employees even though it involves a reduction in the amount of individual pensions, so long as the proper equivalent, on an actuarial basis, is allowed as an additional provision payable in a lump sum to an employee himself on retirement or to his dependents on his earlier death. In view of this healthy change of opinion on the part of service associations, we recommend that one of the benefits which may be allowed both to persons now in pensionable service and to those who may enter pensionable service hereafter is that there should be an option to exchange a given fraction of pension for its actuarial equivalent payable in the conditions mentioned above. We are told that at the rate of interest of 3½ per cent. the surrender of about 23 per cent. of the pension would be equivalent in value to a gratuity of half a months' pay for each year of service subject to a maximum of 12 months' pay at retirement. The reduction of the rate of pension from 1/60ths to 1/80ths subject to a maximum of 35/80ths suggested by us would involve a surrender of about 25 per cent. of the pension which may yie'd as gratuity the equivalent of about 1/2 of a month's pay per year of service.

189. A considerable number of the witnesses who appeared before us expressed themselves in favour of an option being given to Government servants to elect *ab initio* between Provident Fund and Pension or by surrender of the entire prospective pension to exchange it for the guarantee of a lump sum payment on death or retirement. In the former case it was apparently desired that the benefits to be allowed should be on the scale of retirement benefits allowed to Railway employees and include Provident

Fund bonus and special contribution or gratuity. In the latter case, a lump sum so calculated that the employee or his family would receive an equivalent value of the pension surrendered was sought. Neither alternative is capable of easy application in the case of persons now in service though it may be possible to introduce the first alternative in the case of persons who may join the public service hereafter. We are not disposed to recommend the first alternative because the pension system which is of wide application and which has stood the test of time has obvious advantages both from the point of view of employees and of Government. The risks that are incidental to payment of lump sum retirement benefits to an employee or his dependents will have to be obviated by introducing a combination of annuity payments along with a reduced contributory provident fund benefit if the benefit of the contributory provident fund system is to be extended to more classes of employees in the Public Service. The same defect would vitiate any scheme which contemplates the exchange of the full pensionary equivalent for a lump sum payment. In the past, a scheme of this kind does not also appear to have found much favour with service associations. The scheme for the entire abolition of pension and substitution of a contributory fund in terms as liberal as those enjoyed by the subscribers to the Railway Provident Fund was, we understand, not acceptable to Government on the ground that it would involve a material increase of expenditure. Our attention was drawn by some witnesses to a recent article by Mr. S. D. Bajpai, former Finance Secretary to the U. P. Government (in the Hindustan Times of 22nd July 1946) which points out all the direct and incidental advantages of the Contributory Provident Fund system and endeavours to prove that there will not only be no extra expenditure but there may be a huge saving as the present pensionary charges are wiped off, if a uniform contributory provident fund is introduced in its place. It has not been possible for us to assess this claim which has been made in relation to the service expenditure of the U. P. Government. We do not know whether calculations made on these lines for the Central Government would yield a similar result; while we do not wish to canvass opinion on the question, we cannot help remarking that some of the incidental advantages claimed, namely, that a substitution of a contributory provident fund will result in economy in staff in departmental and accounts offices and in treasuries might prove illusory as the staff will have to be augmented for the maintenance of additional provident fund accounts. An examination of the leading financial implications of the two schemes has, we understand, shown that in 1925 when the interest rate stood at 5½ per cent., the Railway servants were considerably better off on retirement both absolutely and in relation to pensioners than Government expected them to be when the rules for the Fund were first formulated. The result due to the operation of a number of variable factors upon the three constituent elements of the total Government contribution, namely, the bonus, the interest accruing on it and the retiring gratuity and the fact that in provident funds other than Railway Provident Fund the bonus addition was not one of the conditions influenced the decision not to extend the Railway Provident Fund benefits. As we have pointed out elsewhere, with the present fall in the rate of interest and with lower level of salaries than prevailed in 1925, the advantage of the Provident Fund system has been somewhat off-set. While our recommendation that pensionable employees need not be allowed to opt a contributory provident fund is based on conditions regardless of the respective cost of the scheme to Government, we feel that as a measure of family protection, security to the employee himself and stability and control from

the Government point of view, the pension system with necessary improvements would yield advantages which should not be given up in place of a provident fund system.

190. An alternative which has often been advocated for remedying the drawback of the pensionary system is the institution of a Family Pension Fund. This exists at present in the case of the members of I. C. S. and for non-Indian personnel of the superior services. The difficulties in the way of extending this benefit to all classes of employees are many. The benefit is governed by many factors such as pay scales (on which the rates of recovery would depend), normal prospects of promotion and incidence of mortality, retirement, etc., among Government servants. In respect of these factors, in the case of members of a single service, the distribution of the risks will be even and would operate equitably among members of the service; but where the pay scales vary considerably as also do prospects of advancement, age of entry and rate of wastage in the service and where subscription to the fund is not compulsory on all members of the service, there will be no proper basis for working out a scheme of family pensions which will be common for all classes of employees whether industrial or non-industrial and all grades of personnel in Class I, Class II, Class III and Class IV services. We are therefore unable to recommend this course.

191. An overwhelming majority of employees' representatives who replied to our questionnaire or gave evidence before us have asked for the grant of the benefit of commutation of pension as a matter of right without the necessity for a medical certificate. Some have even suggested that when an employee dies before or immediately after retirement his family should be paid the full commuted value of the pension that would have been payable to him. Those who advocated this course have argued on the basis that pension is only deferred pay and, therefore, the employee's family have an accrued right to the pensionary equivalent. As we have already stated this is a line of argument which we are unable to accept. Medical examination is a vital basis of the present commutation system in so far as Government in allowing the commutation benefit aim at imposing no higher financial burden on the tax payer than would have actuarially resulted from permitting persons to draw the pensions due to them in the usual course till their demise. A few suggestions have been made in ignorance of the basis of commutation; for example, the commutation values should be increased on account of the present high cost of living. We understand that in fact the commutation tables as recently revised in the light of the present low rate of interest secure a larger capital sum than before. In our view the system of commutation has the same defects as characterise all lump sum payments by way of retirement benefits. While we do not wish to withdraw the option which now exists for members, of the services who are entitled to this benefit, we are not prepared to recommend any further extension of these facilities. The alternative benefits which we have suggested for improving and supplementing the pension system would afford greater benefits than commuted payments of pension and would obviate the necessity for commutation facilities in the case of future recruits.

192. By way of provisions for the family of persons who may happen to die early in service most of the witnesses who replied to our questionnaire have expressed themselves in favour of some form of compulsory insurance or other. A few have argued that insurance should be voluntary

and compulsion is not necessary and that an employee who realises the advantage of insurance could easily avail himself of the facilities offered by private insurance companies. A great many have however, argued that as far as the ministerial and lower grades of the services are concerned, employees do not normally avail themselves of insurance facilities as a measure of family security and leave their families in straitened circumstances. It was claimed by some that this was due to the fact that such personnel are unable to afford the premia and they therefore suggested that Government should meet the cost of insurance without requiring any surrender of a portion of the pensionary benefit or a contributory deduction from the employee's salary. For reasons stressed earlier, we cannot accept the further burdening of the exchequer by recommending free insurance of employees. On the other hand a large body of the employees representatives realised the value of insurance cover and were inclined to accept as a basis for Government according its employees insurance cover a surrender of some portion of the pensionary benefit. Some were also willing to accept contributory insurance which could be financed by insisting on the employee contributing either directly towards premia or indirectly by diversion through payments out of a Provident Fund and by Government contributing on the basis of a given reduction from the pensionary benefit. The necessity for providing such an insurance over was specially emphasised in the case of Government employees whose conditions of service expose them to great accidents and risks, *e.g.*, employees in Mines, Workshops, Dockyards and running staff on Railways. In their case the cover provided by the Workmen's Compensation Act was claimed to be inadequate.

193. Mr. A. H. Wilson, M. A. G., who replied to our questionnaire and gave evidence before us was kind enough to work out, at our request, a detailed scheme of retirement benefits and family protection details of which are given in Annexure "D". The main basis of the scheme is that a Government servant must compulsorily subscribe to a Provident Fund from the commencement of his service and a Government contribution equal to the twelve monthly payments made by the Government servant will be added annually in arrears. Whatever may be the basis on which the provident fund is worked, the value of the scheme is that an employee is enabled to take out as soon as he is confirmed an endowment policy out of his subscription to the fund. The Endowment Policy will afford cover for the first 15 or 16 years of service, thereafter the endowment sum will be available for payment on retirement (or death if earlier) while the accumulations of the Provident Fund less amounts already paid out as premia will be available to the employee on retirement or his heirs on death. A possible criticism of the scheme is that it is somewhat complicated. While compulsory contribution to a Provident Fund or compulsory insurance might result in the employee financing his policy by direct deductions from pay or withdrawals from a Provident Fund, the proposed scheme might involve a substantial addition to the work in Accounts Offices in connection with the keeping of provident fund accounts, cost of policy, etc., especially when there is a complication of financing the policy from both sides of a *contributory* provident fund, the maintenance of which would involve much more work than the maintenance of an ordinary general provident fund account. We consulted the Government Actuary on the question of what will be the actuarial equivalent of a contribution by Government of (i) 10 per cent. and (ii) 5 per cent. of pay in terms of an equivalent deduction from pension. We have been informed that the

percentage deduction in pension required in respect of the 10 per cent. contribution would be 66·5 per cent and 77 per cent. respectively for the superior and subordinate services and *pro rata* for the 5 per cent contribution. This means that if Government contributes 10 per cent. of the pay towards the Provident Fund, not ignoring the expense incurred in maintaining so many provident fund accounts, subordinate employees would be able to get about 23 per cent. of their salary as pension in addition to provident fund benefits which include a life policy. Adopting the postal insurance rates it will be possible to pay a premium of Rs. 6 p.m. in the case of subordinate and inferior servants which will secure an endowment assurance policy of Rs. 2,400 taken up at the age of 22 and maturing at the age of 55. For superior services, the premium payable would be Rs. 25 p.m. the endowment assurance policy to the taken up at 27 and maturing at 55 would be for Rs. 8,163. Postal fund premia can be taken as the lowest premia that can be offered by an insurer and it may even be possible to provide a cheaper cover for the lower grades of the service who cannot afford a large monthly premium on the no profit basis, *i.e.*, without any provision for bonus.

194. Compulsory subscription to a general provident fund has been advocated by many who have also suggested raising the limits for subscriptions and admission of persons eligible to contributory provident fund for admission to the G. P. Fund. We agree that these changes in the rules will increase thrift, but it will not ensure the avoidance of risks in the case of an employee dying early in service. It has been computed that a compulsory G. P. Fund subscription at 6¼ per cent of pay would not amount to one year's present pay of a normal Government servant till at least the 17th year of his service assuming that he is on a normal incremental scale in which the final pay is fully three times the initial pay. On the same basis the accumulation would hardly amount to two years pay at the end of his service. To give proper family protection, the G. P. Fund or any other fund must be supplemented by life insurance. We understand that it would be an ideal provision if every government servant on confirmation in service were compelled to insure himself for a sum equal to one year's maximum pay of the grade which he enters or thirty times his initial pay. This would roughly amount to a subscription of 10 per cent or 1½ annas in the rupee on the initial pay which would gradually diminish to about 3 per cent of the final pay. One defect which has been pointed out in regard to the insurance scheme is that the insurance amount does not have the same protection from attachment etc. as the Provident Fund deposits of an employee which he can pass on to his nominee. This is no doubt a drawback but it could be remedied by suitable legislative enactment. We understand that when the insurance scheme was considered in the past, it was in the background of the period when pay scales were being reduced as a result of the retrenchment campaign. The apprehension that low scales of pay in force would render it impossible for low paid employees to join the scheme and the cost involved if large numbers of accounts have to be kept if inferior servants were admitted to the scheme seem to have precluded the furtherance of the scheme. Some opposition was also apprehended from private insurance interests if Government were to extend the scope of compulsory insurance of their employees under the postal life insurance scheme. We do not consider these difficulties insuperable. The need for protection is greatest in the case of the lowest paid employees and we have been pressed that a compassionate fund affords inadequate benefit for the large number of cases that arise as it caters for only cases

of absolute indigence and the amounts paid are calculated just to tide over immediate necessity. The increased scales of pay all round which we have suggested would certainly make it possible for even the lowest paid employee on a starting pay of Rs. 30 to take out a whole life insurance cover for Rs. 1,000 (which is less than three years' initial pay and barely 15 months' pay of the normal maximum which an entrant to Class IV could aspire to reach) on a premium of Rs. 2 p.m. or an endowment insurance on a premium of Rs. 2-8 p.m. These rates may be less if a 'no profit' basis is introduced. On the same basis a gazetted officer entering service would be able to obtain insurance cover for more than Rs. 10,000.

As regards the objection that the business of private insurance companies will be affected, we do not accept this as a serious objection. The Government is certainly entitled in its own interests as well as in the interests of its employees to ensure the maximum protection for the family of such employees at the minimum cost. We are told that hardly any private insurance company can afford the low rates of premia which can compare with the postal rates due to the low operating costs of the scheme. We, therefore, recommend that whatever measure of compulsory insurance or optional insurance in lieu of a surrender in the value of pension is adopted, the insurance cover should only be obtained through the postal life insurance.

195. Another suggestion which has been made is that as in the U.K. scheme (obtaining under the Superannuation Act 1935) an officer should be enabled to allocate an amount of his pension as payable to the beneficiary if he dies before the beneficiary—the share allocated in no case exceeding a given maximum say one third of the pension. The basis of the scheme is that when allocation becomes effective, if the beneficiary dies before the officer, the officer's pension will continue at the reduced amount. Under the English scheme the pension granted to the officer under the Act for the benefit of his spouse may at the option of the retiring officer be payable either (a) in respect of the period if any for which the spouse survives him or (b) in respect both of their joint lives subsequent to his retirement from service and of the period if any for which the spouse survives the retiring officer, in the latter option the amount payable to the spouse being double. We do not know to what extent it will be possible to work out a similar scale here for the exercise of these options by central government employees; but if it can be done, we consider this a suitable method which may be availed of by persons in service who are not in a position to benefit from the compulsory insurance or combined provident fund and gratuity proposals which we have made.

196. The Actuary has informed us that in respect of certain typical cases referred to him and under given conditions the surrender of 1/4th of pension would enable the Government to pay a premium of Rs. 23-2 p.m. for superior services and Rs. 3-9 p.m. in the case of subordinate services. The amount of the endowment policies maturing at 55 that these premia will purchase from the Postal Insurance may be to the tune of Rs. 17,541 in the case of superior gazetted services and Rs. 1,422 in the case of inferior services assuming that the policy will be taken at the age of 27 in the former and 22 in the latter. Whether insurance

is effected in this way by exercising an option to surrender a share of the pension or insurance cover is secured by a provision that an officer on confirmation should compulsorily insure for a sum approximately thirty times his initial pay, the scheme is one which makes no allowance for additions to the principal sum for which an insurance policy can be taken out by an officer on progressive scales of pay whose capacity to pay higher premia will increase with the accrual of increments or promotions. To provide for the maximum insurance benefit on this basis, some proposals have been made for taking out additional short term endowment policies at 10-year intervals during service to enable an officer to augment his first compulsory insurance policy. It is doubtful whether this proposal whatever its other merits, will prove attractive to the employee in view of the high rate of premia which will have to be paid on short term policies; nor can the necessity for periodical medical examination be obviated when adding new policies at long intervals. Even if a scheme of the kind were to be prepared for Government servants, we are informed that it would not be on a sound basis unless it is made compulsory for every insured Government servant (or the large majority of them) to take out fresh policies with every increase in their pay. Some thing of the kind is stated to obtain in Mysore. For every permanent increase in salary, a definite percentage, say 10 per cent has to go for life insurance, until the total premia paid reach a definite maximum figure of Rs. 50 per mensem.

197. Some of the representatives of non-pensionable employees also favoured the institution of a compulsory insurance scheme and were willing to forego a portion of the benefit to be converted into premia for insurance cover provided by Government. A few representatives of non-pensionable employees asked that in the same way that commutation of pension into lump sum is permitted in the case of pensioners, persons earning a lump sum either as bonus to the provident fund or as special contribution or gratuity should be enabled to convert a portion of it into an annuity on a regular pension basis. This is a request which we would support since it would be conducive to greater financial security for the family of a retired employee. It is probably likely that from the Government point of view, it is easier to make a lump sum payment whenever it becomes due since the maintenance of the records of monthly pension payments involves greater work all round. On the other hand it cannot be gainsaid that where the adult bread winner is snatched away, a provision of regular monthly payments would be more to the advantage of the family although for certain calls like expenses on marriages of daughters, etc. a lump sum element would come in usefully.

198. In the foregoing paragraphs we have discussed the relative merits of the pension and provident fund systems obtaining at present. A question which seems to call for consideration is, whether, for the future, we should have both the system continue in operation side by side or adopt one or the other system exclusively, suitable modifications being, in any case, made to remove the defects therein. After careful consideration we are inclined to think that the pension system might well be adopted generally for *all* Government employees, the provident fund system being limited to cases of employees appointed for specific periods on contract or possibly to other short or indefinite periods of temporary employment. We believe that the pension system is the one generally in vogue both in

the U.K. and in the U.S.A. It seems also to be in consonance with the spirit of social security schemes in as much as under such schemes only an annuity is given and large lump sum payments are avoided. At present, outside the Railway Department, Government servants are largely on a pensionable footing. Even in the Railway Department, the pension system appears to have been generally in force till about 40 years ago when the Provident Fund system was introduced. In all other matters like pay and leave we have recommended that Railway employees should be treated in the same way as employees in the Civil Departments; in pursuance of our aim in the direction of rationalisation and uniformity and unless there are any insuperable objections (of which we are not aware) we should like that Department and other establishments having a contributory provident fund system to fall in line with the civil departments in the matter of pensions as well so far as future entrants are concerned. The modifications which we are proposing in the pension system would remove its serious drawbacks and will, we hope, make that system sufficiently attractive.

199. In paragraphs 186—197 we have examined several suggestions calculated to provide against the contingency of the premature death of a Government servant. In view of the large number of and categories of men involved, no recommendation which we can make in the matter can be above criticism. A reasonably satisfactory scheme capable of being easily understood and worked without much difficulty is all that we attempt to envisage and we recommend the following subject to its being further examined in greater detail by actuarial authorities.

The retiring benefits for every public servant may consist of two components one would be a recurring monthly pension payment and the other would be an insurance cover the premia for which would be found by Government, without appreciably increasing its total financial liability for non-effective charges. We suggest that the insurance cover should represent the actuarial equivalent of a fourth of the pension now admissible to an officer. Ordinarily, therefore, the pension would require to be correspondingly reduced. Pension is at present earned at 1/60 of average salary for every year of service subject to a maximum of 30/60 of average salary. If it is reduced by a fourth the rate would be 1/80 instead of 1/60 of average salary for each year of service and the maximum pension admissible would then be 30/80 of average salary.

In view, however, of our recommendation to increase the limit for superannuation from 55 to 58 there might be some savings in non-effective charges which might admit of the maximum pension for retirement at 58 being fixed at 35/80 instead of 30/80 of average salary in which case persons who serve the full period of service will stand to get increased retiring benefits. Even if it means a small additional expenditure, it might be worthwhile increasing the maximum to 35/80 in such cases.

It is understood that a contribution by Government of about 3 per cent of an employee's pay as it stands from time to time would be sufficient to liquidate Government's liability for one-fourth of pension. We suggest that a Postal Endowment Policy be taken out for an employee for a sum for which the premium would be 3 per cent of his substantive pay. As his substantive pay increases the policy amount will have to be augmented. In order to reduce the work connected with such revision whenever

there is an increase in pay (and this would be annual in most cases in view of the incremental scale of pay that we have recommended) it would be necessary to require such revision to be made at longer intervals than a year. It would probably suffice if the revision takes place at intervals of (say) 3 years and on occasions of grade promotions (as distinct from annual increments). It appears that in some group insurance schemes medical examination is not required. Similarly, in the case of Government servants who will all be compulsorily insured, it may not be necessary to have any recurring medical examination.

The amount of cover available under the above arrangements will be paid to the party on retirement in the normal course or to his heirs if he should die before retirement.

The above arrangements can easily be made applicable to those under the Railway Provident Fund system also (should that be continued for future entrants) by requiring subscribers to that fund to forego a fourth of the contribution and of the gratuity now payable by Government.

The scheme explained above would be applicable only to future entrants to Government service. The extension of the scheme to existing officers presents many difficulties and we can only suggest that their cases might be met by the adoption of a scheme similar to that obtaining in the U.K. Their pension (or Government contribution to Provident Fund and gratuity) could at their option be reduced by one fourth and in return they would be entitled on retirement to a lump sum of 3/80 of pay for each year of service subject to a maximum of 15 months' pay. On death in service after completion of not less than 5 years' service a lump sum of one year's pay or 3/80 of pay for each year of service subject to a maximum of 15 months' pay may be paid to their heirs. On death after retirement if the money drawn by way of pension and lump sum is less than a year's pay, the balance of a year's pay may be paid to their heirs.

199-A. In cases where a public servant who has rendered more than 25 years' service dies either in harness or shortly after retirement even the benefits admissible under the foregoing proposals may not be adequate. When such persons die in harness, we suggest that the widow and dependent children of the deceased should be allowed to draw, in addition to the benefits mentioned in the previous paragraphs, a portion of the pension to which he would have been entitled. Considering that the normal expectation of life of men with such length of service would range from about ten to fifteen years more it would not be unreasonable to pass on to the dependents for a period of (say) five years some part of the pensionary advantage which the deceased had earned. The benefit need not be of the same amount as the pension that would have been drawn by the deceased. Allowing for the fact that the number in the family will itself stand reduced by the death of the deceased and for other reasons the allowance may be limited to one half of the pension earned, subject to a maximum of Rs. 150 per mensem. The same benefit may be extended to the family of a deceased pensioner who has drawn his pension for a period of less than 5 years from retirement, by payments on the above lines for the unexpired portion of the five year period. This arrangement will no doubt involve some additional expenditure, but we think

that the justice of the claim is so strong that even financial considerations should not be allowed to stand in the way.*

K.—PREVENTION AND SETTLEMENT OF DISPUTES

200. In the light of recent experience, the reference takes note of the possibility of differences arising between Government and its employees in respect of conditions of service and has asked the Commission to report on machinery for negotiating and settling such questions. The reference is general; but in the reply which the Secretary for Posts and Air gave in the Legislative Assembly in February 1946 (see para. 182 *supra*) he referred in this connection to the Whitley Councils system in the United Kingdom. Immediately after the appointment of this Commission, the Secretary was sent on a short deputation to England to study the working of the Whitley system on the spot and he made a report of which copies were made available to the members of the Commission. Questions 41 to 44 of our questionnaire were framed with a view to eliciting the views of officers, of service representatives and of the public on the matter.

201. The Whitley system does not appear to be much known in this country. At the time we issued our questionnaire, we suggested that the Secretary's report on the system might be widely circulated so that we might have an opportunity of knowing the reactions of the services and of the public to it, but the suggestion did not meet with the approval of the Government. The result is that we have received no constructive suggestions or help on the point. Many replies that we received frankly stated that the authors had no knowledge of the Whitley system. From

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*"Mr. Vadilal Lallubhai desires to add the following note :—

The revision of the structure of the retirement benefits as proposed by us is doubtless an improvement on the old system of granting retirement benefits. However, to my mind it does not do full justice to the families of those who die in harness while at the same time it raises to a certain extent the retirement benefits of those who survive to receive them after retirement. I see no reason why the retirement benefit should be increased in certain cases. The allowing of retirement benefits at 35/80 *plus* insurance will raise the benefits to these categories of pensioners and so it should be kept at 30/80 *plus* the benefit of the insurance as a *via media* if the proposals that I am putting up below may not be acceptable. Government servants die at different stages of their life; some die a premature death when they have not served even more than 5 years while some die in the middle of their service while some die almost on the verge of their retirement. Roughly speaking about 25 per cent. of Government servants die in harness. I therefore propose that the security that every Government servant's family would get in the shape of insurance should also require some payment on the part of every Government employee. This payment would be 5/80 of his pension which I feel is very little in relation to the large security that his family will get. Whatever amount is thus saved should be utilised in insuring the lives of those who may die in harness. According to the scheme, although on an average the retirement benefit is reduced by 5/80, the actual saving is 25 per cent. of the total amounts of the retirement benefit. This 25 per cent. would suffice to insure the families of those who die in harness and who require a greater amount of help than those who retire on their highest grades and the maximum of salaries and who would at the end of their period of service have a certain amount of saving and so will be considerably better off in every respect, than the families of those who die in harness. This would give relief to these unfortunate families to the extent of more than double of what is envisaged in the majority scheme. The question may be asked whether it is right to pay so much to the family of one who dies after only one or two or five years service. I feel the State has a special duty towards its employees especially when the modern State is going nearer towards social security. Thus if by spending a little or nothing at all, if it can give security to all its employees, it is not a small achievement. The details will have quite obviously to be worked out actuarially as suggested above in the main report."

such of the official representatives as had any knowledge of it, there was not much support for its introduction here. Out of the principal Federations representing Railwaymen and Post-Office men respectively, the Railwaymen's Union was definitely opposed to the introduction of the Whitley scheme here. Some of the representatives of the Postmen expressed themselves willing to give the system a trial. The tenor of the comments in such of the replies as have referred to it may be summarised as follows:—

"(a) The Whitley system may be useful, but it is doubtful if Labour Unions in this country are today sufficiently experienced and responsible to take detached and coherent decisions.

(b) Development from below should be encouraged. Imposition from above may not do much good. Employees' Associations should develop a greater sense of responsibility.

(c) Cultivation of the Whitley spirit is more important than the creation of the Whitley machinery.

(d) Whitley Councils may be given a trial, though their success is not certain. The existing Staff Councils, if properly worked, may yield better results.

(e) The machinery operating in the case of industrial and commercial departments where the employees form Trade Unions, is not suited to, nor required in, other departments."

Comments like the above and a study of the report made by the Secretary led us to think that it was necessary to examine the conditions now obtaining in this country before deciding whether and how far the Whitley system or other similar machinery could be usefully tried here. It may also be useful to take note of the circumstances in which the Whitley system came into existence in England and of the degree of success which has attended its working there.

202. The following extract from Mr. Cole's Symposium on "British Trade Unionism Today" (1939) explains the origin of the Whitley system in England:—

"War conditions (during the First World War) brought to the Trade Union movement a new recognition at the hands of the State. Trade Union leaders not only took part in the Government under the successive coalitions responsible for the conduct of the War; they were also admitted to a share in many of the control schemes which were set up for industry. Trade Unions began to think of themselves as having a claim to a share in the control of industry and to put forward plans for making this control permanent. By way of answer to these demands for workers' control, the capitalists soon put forward a set of alternative proposals by setting up the Whitley Committee to devise a plan not for superseding capitalism but for improving the relations between employers and workers. As this did not concede any part of the workers' demand for control, the system was regarded as farcical by the Union leaders". (p. 65).

This passage also explains the attitude of the Trade Unions towards the Whitley system and the comparative poverty of its achievements in the industrial sphere.

203. Writing more than 12 years after the introduction of the scheme Mr. Seymour summed up the position thus:—

> "The Government seems actuated by the attitude that it is advisable at present to take no lead in advancing the Whitley movement. **** The employers as a body have never favoured the scheme. **** Conflicting experiences and points of view have made the attitude of labour towards Whitleyism a confusing one. **** Trade Unionism on the whole either stands aloof or is distrustful. It seems to fear that the co-operation involved in the Whitley scheme may undermine the fighting spirit of labour. **** By extreme socialists, Whitleyism is anathematised as a conspiracy to preserve the accursed system of capitalism. **** Industries which have adopted the Whitley scheme have been benefited by it. **** Nevertheless, the fact remains that the outlook for the future of the Whitley scheme appears anything but rosy" (pp. 188-193).

He, however, claims that the Whitley Councils have assisted in reducing the friction that leads to industrial disputes, that they helped towards the betterment of negotiatory relations and that they materially reduced the necessity of stoppages of work (pp. 152-153). In the Industrial Relations Handbook, published by the Ministry of Labour and National Service (1946 reprint, p. 24), it is stated:—

> "For various reasons—mainly on account of the prior existence of adequate joint machinery—the formation of Joint Industrial Councils on the lines laid down by the Whitley Committee was not undertaken in some of the more important industries (*e.g.*, engineering, ship-building, iron and steel and cotton) where the recognition of Trade Unionism was most completely established and a procedure of collective bargaining already well developed. Some Joint Industrial Councils were established before organisation was adequate within the industries concerned to give them authority and in consequence subsequently broke down. Others, however, gained in strength and succeeded in establishing themselves. **** Some have not progressed beyond the stage of a negotiating body for the settlement of wages. A few on the other hand—and these are among the most successful—do not negotiate wages, such functions being performed by other means previously in existence."

204. As regards the Civil Services, the position was that in the eighties and nineties of the last century, there were staff associations (mainly in the Admiralty and in the Post Office) devoted to the improvement of Civil service conditions and terms of employment. Definite combination among the administrative-clerical staffs was slow in developing. An announcement of policy by the Postmaster General in 1906 gave encouragement to the formation of 'organised associations' and by 1914 the principle of collective bargaining had been accepted as applicable to the Civil Service (Gladden, pp. 11 and 18). The story of the establishment of Whitleyism in the Civil Service is narrated in Cole's Symposium as follows:—

> "Civil servants' trade unionism outside the post-office and the industrial grades remained in a very rudimentary condition

—where it existed at all—right up to 1914. Up to the great war, there was no negotiating machinery between the Staff Associations as such and the Departments. So far as it was organised at all, the service was organised in a multitude of small and ineffective bodies, highly respectable, careful to dissociate themselves from the general scheme of trade unionism and limited to two methods of agitation, namely, petition and stating a case before a Royal Commission. The Great War and its aftermath made Civil Servants' Trade Unionism an effective force. Many members of the Civil Service Clerical Association had served in the Army and after the War they came back with a broader outlook and a strengthened determination. That Association allied itself with the Labour Party and the Trade Union Congress till the Act of 1927 made it illegal for Civil Servants to affiliate outside political or industrial organisations. War and post-war conditions altered the machinery for dealing with service disputes. Hence the introduction of the Arbitration Board. The Government's commendation of the Whitley system to employers generally led to a claim by the Service Associations that the Government should apply to its own employees the principles and practices which it commended to others. Thus was Government compelled to agree to the establishment of Whitleyism in the Civil Service" (p. 483). (See also Gladden's Civil Servants Staff Relationships, p. 21.)

Mr. Seymour records that there was an obstinate resistence on the part of the heads of nearly all the departments to the introduction of the Whitley scheme into the Civil Service and the Government Departments. (The *Whitley Council's scheme* by Seymour pp. 27-28.) The Government nevertheless yielded to the demand though somewhat grudgingly. During the years 1919 and 1920 the principles of the Whitley Reports were applied to Government Industrial establishments also. Two types of Joint Councils were set up—Departmental Joint Councils and Trade Joint Councils. A Departmental Joint Council may be said in brief to deal with matters other than wages and trade questions, *i.e.* mainly domestic matters, such as the interpretation of Departmental Regulations, welfare and other questions on which the Trade Union side may wish to make representations, or which have been referred to the Council from a yard or Works Committee. Wages and trade questions which are often common to various departments are dealt with on Government Trade Joint Councils. Shortly afterwards it was decided to set up a Joint Co-ordinating Committee for Government industrial establishments for the consideration of general service questions affecting Government industrial employees generally. The various branches of the Government have built up their Whitley machinery to meet the circumstances of each case. Mr. Seymour expresses the view that the Government Councils have dealt with an enormous amount of work and have been on the whole very successful (p. 31). (See also para. 485 of the Tomlin Commission's Report.)

205. The attitude of "the higher elements of the service" towards the Whitley machinery requires to be separately noticed. "The Association of First Division Civil Servants" it is stated in Mr. Cole's Symposium "found themselves out of place on the Staff Side of joint negotiating bodies". This body comprised about a thousand administrative officers

who occupied vital directing positions and Inspectors of Taxes. As they occupied key positions, they could do as well by private deals with the administration as by open combat. In fact, this method relieved them of the necessity of too close associative contact with those who are officially their subordinates. By way of further explanation of their attitude, Dr. Gladden points out "The ideology of the Left represented the type of politics least likely to commend itself to them as a class. **** (They) were the managerial elements responsible for the actual working of the administration. They were the counterparts of the stratum in industry which stands between the workers and the employers and the failure of Whitleyism adequately to meet their particular needs was even accentuated in the service where they more closely represented the employing interest in the shape of the Government which to them was necessarily a less antagonistic entity than the ordinary industrial employer to their counterparts outside. They knew themselves to be true servants of the community and had a less selfish view of their own personal interests. (See Dr. Gladden's Civil Service Staff Relationships, p. 40. See also p. 12.) It appears from para. 499 of the Tomlin Commission's Report that the Treasury had recognised a body called the 'Higher Grades Conference' as representative of the higher grades throughout the Service, for the discussion of matters affecting the higher grades.

206. It is admitted on all hands that between 1919 and 1921 the Civil Service National Council did useful and even "spectacular" work; but opinions have differed as to the extent of its success in subsequent years and the reason for its failure to achieve more (see paras. 490 and 491 of the Tomlin Commission's Report and Chapters II and III of Dr. Gladden's book). However, even those who minimise the achievements of Whitleyism in England agree that these Councils have served to change the old "conservative aloofness" of State officials by bringing them into close contact with their subordinates to an extent that would have been thought impossible before. A new spirit of friendliness has been brought about. In the frank discussion among officers and Committee members, there has been an informal exchange of ideas and points of view that has greatly facilitated the settlement of difficulties and moderated the attitude of both sides. The Councils have firmly established in Government spheres the recognition of trade unionism and the appreciation of the value of collective bargaining.

207. The Secretary's report (referred to in the opening paragraph) gives a detailed account of the constitution and functioning of the various bodies which have given practical effect to the Whitley Committee's recommendations in England. As we expect that the report of the Secretary will be considered by the Government along with this report, we have not thought it necessary to set out those details here. It remains to consider whether and how far similar methods and institutions can be tried in this country.

208. It is difficult to say that even after the Second World War conditions bearing on the relations between the State and public servants in this country have approximated to what they were in England at the end of the First World War. It will be nearer the truth to say that in some respects they resemble the position in England before 1914 and in certain other respects they are even worse. As the report of the Royal Commission on Labour in India (1931) is in some measure responsible for such change as has come about in the previous official outlook in this country, it will be proper to make a reference to it at this stage.

The Commission was presided over by Mr. Whitley himself, the Chairman of the Committee which produced the Whitley reports in England. This makes it the more remarkable that the Indian Report made no reference to the English Report or to the Committees that had come into existence in England in pursuance of its recommendations, though the Indian Report was written more than twelve years after the English Report and refers to efforts made in India to start "Works Committees" on the English model and to introduce legislation on the lines of the British Industrial Courts Act. In Chapter X of the Indian Report, the Labour Commission had occasion to discuss at some length the nature of the machinery in existence in the Railway Services and the new machinery to be set up for the ventilation of grievances and the settlement of disputes. Noting the emergence of Trade Unions among Railway workers after the close of First World War, they referred to the local committees that had been brought into existence on some Railways during 1922—1924 for the prevention and settlement of disputes between the workmen and the Railway administration. They were variously known as "Shop", "Welfare" and "Staff" Committees. Coordination between these Committees was sought to be achieved by Joint Committees for particular departments and by a Central Council for each Railway. They observed that even at that time the Trade Unions belittled and opposed the activity of these Committees, but they added that inspite of such opposition 'Committees on some Railways are serving a useful purpose and are meeting with a measure of success'. Referring to the attitude of the Railway Administrations to the Trade Unions, they said 'Generally speaking there is ground for the complaint that at least some of the administrations expect a higher standard of efficiency, responsibility and organisation from the trade unions than can reasonably be expected at this stage in their development. *****We believe that a more generous policy in respect of recognition would be to the advantage of all concerned in railway work'. (p. 100). They then proceeded to suggest a 'Joint Standing machinery that as far as possible will incorporate methods already in existence'. Not much has been done in pursuance of these proposals. The evidence before us disclosed the continuance of very much the same position and the same attitude as existed at the time of the Labour Commission, *i.e.*, that the local officers and the Administrations supported the Staff Committees while the Trade Unions suspected them as creatures of the Administration calculated to undermine the strength of the Unions and hence opposed them.

209. In another Chapter (XVII) dealing with Trade Unions, the Labour Commission noted that prior to 1914 "organisation (of labour) scarcely extended beyond the better paid Railway employees and some classes of Government servants". When after the First World War, Trade Unionism began to take root and spread, the circumstances of the day tended to create 'in the minds of many employers a hostile bias against the movement' which, in turn 'tended to obscure the justice of many of the demands made'. The Indian Trade Unions Act (1926) gave the Unions a recognised status, but the problems referred to by the Commission on page 319 of the Report have only been aggravated by more recent developments. The Unions have undoubtedly gained in strength but not perhaps in homogenity or in amicable relationship between employers and employees. There is little difference in this respect between private industry and the public services (so far as servicemen have formed Unions based on Trade Union model).

210. We were not much impressed with the argument that in the absence of organised associations amongst employees, anything in the nature of the Whitley scheme could not be usefully introduced. It is in a sense true to say that the cultivation of the Whitley spirit is more important than the creation of the Whitley machinery. Mr. Seymour refutes the argument that the natural and proper growth of industrial organisation is from the bottom upwards (p. 101). It may be that the pre-existence of organised associations would facilitate the introduction and successful working of the Whitley machinery. But as one writer says, where such associations do not exist, they will have to be invented. As a matter of fact, however, associations, with different degrees of stability and internal cohesion, have latterly come into existence among most grades of public servants in this country and the very opportunity and experience of working something like the Whitley scheme will help to advance the organisation. The machinery itself may be elastic so as to suit conditions of varying grades of public servants and various groups among them. If the scheme works satisfactorily among some groups, that example will itself help to spread it. Even if the system does not wholly succeed, the mere existence of machinery through which the staff can ventilate its grievances must act as a brake on official arbitrariness as well as on impulsive action on the part of the services. It will be nearer the truth to say that unless there is a definite desire on the part of both the administration and public servants to work such machinery to the best advantage, it cannot be effectually super-imposed from without. As observed by Dr. Gladden, the initiative in improving the outlook should come from the side of authority. It should be made generally known that the official side fully recognises the usefulness of the Whitley system. Today the official attitude in this country towards employees' Unions can at best be described only as one of condescending tolerance.

Practical experience as well as authoritative opinion seem to be agreed on the following points:—

(a) In the adjustment of differences between the State and its employees, the best course will be to prevent such differences developing into a dispute;

(b) Even when a question has become the subject matter of a dispute, it will be best to secure its settlement without resort to any external machinery, *i.e.*, by negotiation between the two sides;

(c) If and when it becomes necessary to seek outside help, it must rather be for purposes of mediation and conciliation than for adjudication; and

(d) If attempts at conciliation fail, adjudication must be sought by voluntary or agreed submission rather than by compulsory reference.

Whatever machinery may be devised, it must be able to function in a manner calculated to achieve the above ends. We wish to make it clear that in our opinion the first two of the above courses are more effective and beneficial than the next two and Government should do everything in their power to ensure their fullest use. In the words of the Labour Commission Report, the attempt to deal with unrest must begin with the creation of an atmosphere unfavourable to disputes and not merely with devising machinery for their settlement. It is scarcely

necessary to point out that every one of the above steps—and each preceding step more than the succeeding step—requires the development of the maximum of understanding on each side of the other's point of view. As Government is in a position of authority and advantage, it must recognise the importance of convincing its employees that the representations and grievances of the latter will receive due and immediate consideration from Government. We lay particular stress on this point because the evidence before us disclosed absolute distrust, not to say despair, on the part of most grades of public servants as to their ever receiving a fair response from Government to their representations. Every effort must be made to secure co-operation, consultation, discussion and negotiation between the staff and the Government. This can be best achieved if some machinery is kept in constant operation through frequent meetings. "If a Council only functions when there is a crisis, mutual goodwill may be found lacking and the disagreements of the crisis may overpower the efforts of the Council for reconciliation and concord". (Seymour, p. 149). A status of harmony can result only from the constant association of representatives of both sides in an interchange of views and suggestions so that discussions, even over contested matters, may result in friendly compromise. Both sides must meet on terms which enable free discussion to take place. The rank and file of the service should feel that questions affecting them are being looked after in an orderly way through discussion between their representatives and senior officials; and even when the officials are not able to agree with the Staff representatives they would do well to explain the reasons why (See observations of Sir Horace Wilson in his foreword to Dr. Gladden's book). Discussing the success of Whitleyism in England, Dr. Gladden observes "It is difficult to overrate the pressing importance of goodwill on the part of those who occupy the seats of power" (p. 35). "Its success or failure has depended upon the spirit in which it has been worked. Where the highest degree of co-operativeness has been forthcoming from both the staff and the official side, success has been certain. Where the higher officials have viewed the system as an encroachment upon their inherent prerogative and where the staff has confronted it in a selfish attitude of taking without giving failure has been inevitable".

211. Premising that there must be not only a change of attitude on the part of the administration but also convincing proof of such change, we proceed to deal with the question of machinery required to secure co-operation and harmony between the administration and the services. The observations of Cole and Gladden (referred to in paras. 204-05 *supra*) as to the attitude of the "higher Civil Services" in England are even more true of the gazetted services in this country. These "officers" are themselves in the position of employers (towards their subordinates) and Class I officers particularly can have little difficulty in meeting the heads of departments on terms more or less of equality and in having their views, representations or grievances properly and promptly attended to. The number of Class I officers is not large and corporate action by them or on their behalf can easily be secured without elaborate or formal organisation. It may, therefore, be left to their discretion to organise themselves in whatever manner they find most convenient. The organisation may for some purposes be regional and for other purposes departmental, while matters of common interest to the whole body may be attended to by an all-India body. Class II officers are no doubt larger in number and their influence cannot be said to be as great as

that of Class I Officers. Nevertheless, their outlook is akin to that of Class I officers and they are both able and disciplined enough to look after their interests in an enlightened manner, if only a fair opportunity is given to them. Literature bearing on Whitleyism may be made available to them and they may be invited to organise themselves as they like and then approach the administration for the setting up of machinery on the Whitley lines.

212. The position of Class III services is more complex. Its members may be divided into two broad groups (1) those who by their education, occupation and outlook will share the mentality of Class II which they may aspire to enter in due course, and (2) those who may feel that they have a harder battle to fight and find it necessary to rely on the strength of their number and organisation. The position of the latter, even if they be not organised exactly on trade union lines, is more akin to that of Class IV employees. The former group may be dealt with substantially on the same lines as Class II, though by reason of their number and their geographical distribution their local councils or associations will be of greater importance and have a wider sphere of activity than central or national associations.

213. It is the Class IV services (and those categories of Class III who, as above indicated, are likely to follow their example) that constitute the more serious problem. The question of creating a proper atmosphere and of removing the inferiority complex they suffer from today requires the earnest and sympathetic attention of every administrator interested in the efficiency and contentment of the service. Not all sections of them have formed unions and even when a particular category of service has a union of its own, not all the members of that service are members of the union. This ill-organised condition of the services has made the situation more complicated than it would be if the services were well organised or wholly unorganised.

214. Some of the Union representatives who appeared before us made certain suggestions calculated to improve the organisation and strength of the service unions. We do not deal with them at length because the position of unions is only indirectly relevant to the subject we have to deal with. We, however, think it right to point out that unless these suggestions receive the careful attention of the Administration, the prospect of avoiding disputes with these grades of the services or satisfactorily settling them when they arise cannot be bright. We do not minimise the importance of the other requisite condition, *viz.*, the need of the services developing a higher sense of responsibility and a better appreciation of public interests as distinguished from sectional interests. But, as pointed out by the Labour Commission itself, "responsibility can only be developed by power and by experience" (p. 323). While we do not recommend that Government should take any steps calculated to compel non-members to become members of Unions, we wish to make it clear that it is not necessary or prudent for the Administration to discourage the growth of Unions in strength or organisation. Once Trade Unions have come to stay, the experience of other countries seems to show that notwithstanding the dangers and difficulties associated with certain stages in their developments, it is best for the employer to deal with well organised Unions of employers. Even when recognising the usefulness of 'Works Committees', the Labour Commission emphasised that 'Where there is a trade union, the employer should seek

its collaboration and co-operation in the establishment and working of these Committees which should not be regarded or used as rivals to its influence' (p. 342). The evidence of the Union leaders before us showed that they looked with disfavour on the Staff Committees for the very reason that the officers supported these Committees. The unwillingness of Union leaders to promote the formation of local Committees for fear that their own authority may be weakened by the decentralisation is not peculiar to this country (See Seymour, p. 100).

215. We have annexed to this report (as Appendix D) a note which one of the members of the Commission (Mr. N. M. Joshi) kindly prepared for consideration by the Commission. We do not wish to be understood as concurring in all the suggestions made therein—particularly in the one which would limit the membership of the Staff side of the Joint machinery to representatives of the Unions and in that which would allow the right or wrong of individual cases to be raised in the Joint Committee. But we consider that most of the suggestions in the Memorandum deserve consideration if the Government desire to place the relations between themselves and their employees on a basis of friendly co-operation. While there is much to be said in favour of the view that the chief office bearers of service Unions should themselves be members of the services, it cannot be forgotten that the attitude or apprehended attitude of the Government is in some measure responsible for the choice of outsiders. Those in service not unnaturally fear that their zealous participation in the work of the Union may bring them into disfavour with their superiors and jeopardise their prospects in the service. The impression has also gained ground that the voice of outsiders with political or public influence will be more effective than the representations of servicemen. With the growth in the sphere of the union's activity, it will scarcely be possible for a man whose time during the day is taken up with his duties as a public servant to be able to do justice to his duties as an active union official. If Government wish to encourage management by servicemen, they must see (i) that the official work of public servants holding responsible office in the union and representating the union on the Staff side shall be so arranged as to ensure that they are not called upon to carry too heavy a burden of official work (compare paragraph 504 of the Tomlin Commission's report), and (ii) that any apprehension that service as an officer of the union will prejudice a person's prospects in the public service is removed (see Dr. Gladden, page 154).

216. As regards persons to be elected by the unions to represent them on Staff Committees or similar bodies, it was pointed out by the Tomlin Commission (para. 485) that it was not for the employer to prescribe the detailed constitution of the employees' side. Government are, however, entitled to expect the staff to select the best and most representative candidates. All authorities agree that whatever success the Whitley system has had in England was due to the moderation with which both sides set themselves to work it and to the availability for the Staff side of the service of a number of outstanding personalities who were able and willing to accept the "thankless task of representation and officership" (Gladden, pp. 70 and 152). While referring to the advantages of the expansion of unionism and the growth of professionalism in the management of unions Dr. Gladden also takes note of the dangers involved. He concludes that to withstand these dangers "the Civil Service democracy should be an instructed one". This is the apprehension which led some witnesses before us to express doubts as

to whether Labour Unions in this country are today sufficiently experienced and responsible to take detached and coherent decisions (see the observations of the Labour Commission on pp. 321-322 of their Report.

217. The linking of the Indian Trade Union movement with trade unionism in the West has, no doubt, helped to give strength to the movement; but it has also introduced into this country the militant and revolutionary attitude of a certain section of the movement in the West, the attitude of those 'class-conscious militants' who regard Trade Unionism as an instrument of the class struggle to be used for advancing the social revolution (see Cole, pp. 535-538). The relationship between unions of public servants and outside unions raises difficult questions of policy which must be decided by Government in accordance with its general policy in regard to the Trade Union movement. The reconciliation between the obligations imposed on public servants by the Government Servants' Conduct Rules and the loyalty which Trade Unions demand of their members is not easy whenever a conflict arises between the State and a service union or between the State and a Trade Union with which service unions have affiliations. As more and more industries become State-owned or enter the category of 'public utilities', the organisation of workers will more and more tend to assume an anti-State basis. The problem will tend to become one of conflicting claims as workers' organisations make a bid for an increasing part in the making and shaping of industrial society. Trade Unionists naturally think that the line that should increasingly be taken by the State is to 'provide more adequate machinery for bringing Trade Unions into the Councils of industry and the State'. On the other hand, we have been asked by officials to recommend that strikes by public servants should be declared illegal. These topics raise questions of policy into which we do not feel called upon to enter. We share the view that the provision of ample opportunities for expression of opinion and ventilation of grievances by constitutional methods and on democratic lines is far more likely to avoid violent conflicts than are the methods of State absolutism. (For some instructive observations on the expediency or otherwise of resorting to legislation to penalise strikes, see Mannheim's Criminal Justice and Social Reconstruction, pp. 174—184. See also the article on 'Strikes' in the Encyclopædia of Social Sciences). The following observation of Mannheim states a well-recognised principle of legislative policy:—"Once strong laws are enacted, failure or hesitation to enforce them will only result in undermining the authority of law and bringing it into disrepute". It is too much to expect any system to bring about complete industrial peace, but it is well worth while taking every step that will at least help to turn unions of employees from 'militant' into 'litigious' organisations.

218. Joint negotiations, mediation, conciliation and arbitration may successively be attempted in the course of a dispute. All except the first involve the intervention or invocation of outside help. In the first three, the agreement of the parties themselves must put an end to the dispute and no question of 'compulsion' will ordinarily therefore arise so far as the result is concerned. The conciliators' role is of course more active than that of the mediator. In certain countries, an element of 'compulsion' is associated even with the process of 'conciliation' in that not only is the machinery prescribed by authority but that the parties are compelled to give a chance for that machinery to attempt to bring about a settlement. Arbitration may be 'voluntary', or compulsory so far as the reference is concerned; the deci-

sion will of course be not that of the parties (on advice) but that of the arbitrating authority. After the decision has been given, the question will still remain whether it is to be left to the good sense of the parties to accept the decision or they should be compelled to accept it. On both these points, English opinion and English practice have been against 'compulsion'.

219. As the Central Legislature has recently passed the Industrial Disputes Act, 1947, we prefer not to restart discussion of the questions settled by that Act for the time being. We would await experience of the working of the Act. That legislation has brought within its scope many classes of Government employees, especially services like the Railways, Posts and Telegraphs, etc., which (as explained in para. 208 *supra*) have formed associations modelled on Trade Unions. We do not, therefore, make any suggestions about creating Arbitration or Adjudication machinery for the settlement of disputes between Government and these sections of the services. As regards Class II services and those sections of class III services which we have referred to in para. 212 *supra* as similar to Class II, we would suggest a resort to *ad hoc* tribunals similar to the Civil Service Arbitration Board in England. The Board may well be limited to three persons, one a nominee of the Government side, one a nominee of the Staff side (not necessarily a Civil servant) and the third a member of the Industrial Tribunal (under Act XIV of 1947) who will be the Chairman of the Board. We would prefer the submission to be voluntary and the acceptance of the award also to be voluntary unless experience drives home the necessity for the use of compulsion. To avoid misunderstandings, care must be taken to define precisely the class of cases that can be taken before the Arbitration Board: in England, it is limited to questions of emoluments, leave and hours of work. There are certain matters, especially questions of disciplinary action, policy like retrenchment, etc., in respect of which the State cannot divest itself of its authority or responsibility. Differences over such questions can be settled only by negotiations or mediation.

220. There is good reason for following the English practice of excluding the high officers of State, *e.g.*, either Class I officers or all officers drawing more than Rs. 800 per mensem from resort even to arbitration on the above lines. Their position and responsibility demand from them a loyalty which will preclude their insistence on personal interests. Their position also makes it reasonably certain that a situation seriously prejudicing or jeopardising their legitimate interests is scarcely likely to arise. Such a situation, even if it arises, must, with goodwill on both sides, be capable of friendly solution.

L.—LABOUR

221. It was not without hesitation that the question relating to the remuneration of industrial workers and daily-rated employees of Government was included in the reference to this Commission. While recognising that it was not possible for the Commission to go into details, it was assumed that it would be possible for the Commission to make general recommendations as to the basic principles on which the remuneration of industrial employees should be fixed. The Secretary of the Labour Department, in the course of his evidence before us, stated that what was sought was sufficient material to help Government in dealing with cases of large bodies of industrial workers in their employment so

as to settle their terms without referring every case to an elaborate machinery of adjudication. He instanced the question of differentiation between unskilled, semi-skilled and skilled labour in the matter of remuneration and wished to have a rough idea as to the basis on which this could be done with reference to categories. As it stands, the question asks the Commission to advise on the principles on which the remuneration of industrial workers and daily-rated employees of Government should be based. The points involved were more fully brought out under several sub-heads in question 22 of our Questionnaire. Question 23 sought to ascertain opinion on the desirability and propriety of differentiating between employees of industrial or commercial departments of Government and employees of non-industrial or non-commercial sides in the matter of fixing remuneration.

222. The discussion must start with the determination of the basic wage payable to unskilled labour. Paras. 43 to 51 *supra* have dealt with this question at length. Whatever may be the market-value of such labour, we have there come to the conclusion that a minimum wage standard should be adopted by the State and that a scale of Rs. 30—35 would be the appropriate basic remuneration for unskilled labour, on the basis of a cost of living index of 165—175 (see also para. 67). Taking this as the datum line, it will be convenient to classify the higher grades into (i) semi-skilled, (ii) skilled and (iii) highly skilled. To each class may be attached a small number of posts classified as 'supervisory'. We have been pressed by some representatives to ignore the category of 'semi-skilled'; it has been urged that this category is frequently misused to lower the wages of certain classes of workers by classifying them as 'semi-skilled' when, in fact, they should have been classified and remunerated as 'skilled'. We cannot accede to this contention. The possible misuse of the category will not justify the ignoring of the category. Many a worker may have to pass through it before he can claim to have reached the category of 'skilled', though it may not be easy to say when exactly he crosses the dividing line.

223. Another complaint strongly pressed before us by workers' representatives was the absence of uniformity of classification between one workshop and another, a workman classified as skilled in one place being classified as semi-skilled in another place. The complaint seemed to us to be based, at least in part, on a wrong theory as to the basis of classification. Different bases or tests have been suggested for the purpose of classification of workers into semi-skilled, skilled, &c. It has been suggested that persons of whom only physical or manual labour, not requiring any intelligence, training or experience, is expected, may be classified as unskilled labour. There is perhaps not much difficulty about this group and we do not, therefore, pause to define it more precisely.

224. In defining the category of skilled labour, we found more divergence of views. It was generally agreed that any person working on, or with the aid of, a machine should not be classified as unskilled labour. Over and above this, some were disposed to add that skilled labour involved not merely practical skill but also some theoretical knowledge. Others were disposed to lay more stress upon the preliminary training, either in the nature of apprenticeship or in the nature of training in a school. Fewer people were ready to recognise that even experience gained by the mere process of working at a job for a number of years

would justify a person being classified as skilled. Some insisted that there should be some kind of certificate from a recognised technical institute. A few suggested that the skilled worker must have gone through a deliberate process of specialised training. Some even added a qualification of literacy. It seems to us that each of these suggestions has an element of truth but none of them can be regarded as exclusive or complete. We are inclined to think that the basis of differentiation must vary from industry to industry. In some, theoretical training may be more essential; in the rest, apprenticeship or practical experience may be more essential. The classification must, in the last resort, be based upon trade tests. The semi-skilled was generally recognised to be a person who had risen from the ranks of unskilled labour, after he had improved by experience. Some workers' representatives suggested that particular occupations must be classed as semi-skilled and other occupations classified as skilled. We do not think that this will be a safe method of demarcation. In one and the same line of work, there may be different degrees of skilled. It is on this confusion that the workers complained that an occupation classified as skilled in one locality or workshop was classified as semi-skilled in another workshop or locality. The assignment of a particular worker to one category or another must largely be a matter of opinion based on standards recognised in industry. It seems to us that it will be convenient if each important industrial establishment will constitute a Board, say of three of its officers, to determine the class in which every worker in that establishment is to be based. The classification will of course be reviewed from time to time. In a matter of this kind, no differentiation can be made between the industrial employees of Government and those employed in private industry. The differentiation between the skilled and the highly skilled is again a matter of degree, depending to a certain extent also upon experience and purposeful training. The extent to which a man can be trusted to work by himself or required direction or guidance is also a material ingredient.

225. As regards the remuneration of labour, here again we must start from the unskilled labourer. While we recognise generally that the emoluments of industrial employees of Government should not be very much out of step with the emoluments of similar workers in private industry, we must postulate that as already stated unskilled labour employed by Government should be paid the minimum wage that we have recommended, whether or not the principle of minimum wage is accepted in private industry and whatever the amount of wage accepted in industry may be. In paragraph 56 *supra*, we have discussed the question of the necessity or desirability of having a time-scale for unskilled labour. As semi-skilled and skilled labour will command more than the minimum wage we have recommended, there is not much justification for suggesting that the remuneration of these categories should be markedly higher in Government service than in private industry. Different proportions have been suggested as rough standards for differentiating between the emoluments of workers of different grades. Some have suggested that semi-skilled workers must have a remuneration 20 to 50 per cent. above that of unskilled workers and that skilled workers should be paid twice to thrice the remuneration of the unskilled worker. We are not persuaded that it will be possible or desirable to adopt any such fixed proportion. At the other extreme, the suggestion has been made that wages should be fixed by a process of scientific job analysis. This is more easily said than done. Where skill has to be acquired by education or apprentice-

ship, the time and money spent for the purpose must of course be taken into account in fixing the remuneration. The question of remuneration must, in the last resort, be largely determined upon the market-value of the particular class of labour as determined by trade standards. There is a large volume of opinion in support of a system of paying efficiency bonus according to the outturn of each worker, in addition to the standard wage of his category. As is well known, Trade Unions are not in favour of such differentiation; but there is much to justify it. Some Railway Managers have referred to paragraph 620 of the State Railway Mechanical Code, in support of this view and have recommended that this system may be extended to all production jobs.*

226. Another suggestion made by certain workers' representatives is that it will be best to leave the question of wage fixation to Wage Boards, either Central or Regional, voluntary if possible, or statutory if necessary. There is much to be said in favour of this view which is supported by the practice in England (see Section VIII of the Industrial Relations Handbook, published by the Ministry of Labour—1946 reprint). The days when wages can be unilaterally fixed even by the most liberal-minded employer are fast passing by. It is now more freely and more widely recognised that the State's role as employer of labour should not be obscured by the introduction of its authority as sovereign and if, as employer, the State differs from a private employer, it is not by reason of its enjoying greater privileges but only by reason of its being subject to greater moral responsibility. Speaking of the public service generally, Dr. Gladden remarks 'fairness demands not merely that the services should be properly remunerated for their work but also that they shall have a say in determining the conditions under which they work'. The spirit of nearly all international conventions requires that wages should be fixed at least in consultation with labour representatives, if not by agreement between labour and the employer and they should have a place on Wage Boards, whether voluntary or statutory. Further, most of these conventions treat public industry and private industry as standing on the same footing. If wages have to be fixed by a regional Board, it may not always be possible to give full effect to the principle of all-India uniformity. It is much more necessary and important to have uniformity between private industry and Government industry in each region. It will probably be found convenient to have several grades with short time-scales, so as to meet the needs of various industries and provide for various degrees of skill, while also providing for some measure of increments demanded by the employee's growing responsibilities on the one hand and justified by his growing experience on the other.

227. The †daily-rated system has come in for a great deal of criticism. In its crude form, it certainly involves inferiority of status, an element of uncertainty and absence of leave, etc., privileges. The Royal Commission on Labour recommended that, as far as possible, it should be replaced by monthly-rated labour. We have been assured by the Railway Managers that this recommendation has been given effect to a large extent and that the daily-rated system, even to the extent to which it continues to exist, obtains only in the workshops. In other departments, e.g., the Presses, the P. W. D., Ordnance factories, etc., it seems to subsist in varying degrees. The continuance of the system has been attributed by the workers' represen-

* Mr. Joshi is, however, opposed to the efficiency bonus system.

† Mr. Joshi desires that except where it is genuinely casual labour, the daily rated system should be wholly abolished.

tatives to the desire of the Administration to deny to such workers the benefit of holidays with pay, leave, etc., and to deprive them of the established safeguards against arbitrary removal or dismissal. It has been our general recommendation that the daily-rated system, whether in the Railways or in any other department under the Government, should be reduced to a minimum. Much of the criticism against it will be obviated if daily-rated workers are paid at a rate which will give them at least the same monthly income as monthly-rated employees, though they worked few days less. This will practically secure to them the benefit of holidays with pay. The piece-work system has also been opposed by labour; but, under proper safeguards as to hours of work and rates of pay, the system is not without its advantages, especially to the more skilful worker. Opinion is accordingly divided upon the utility of the system. We have dealt with this question in the Section relating to Railways (para. 34). To complete the picture of our recommendations relating to the classification and remuneration of labour, we may draw attention to our observations on 'contract labour' in the Sections relating to 'Railways' (last paragraph), the Central P. W. D. (paragraph 23). (For information as to various systems of wage payment, reference may be made to Section X of the Industrial Relations Handbook, published by the Ministry of Labour in England.)

PART III

A.—HEADQUARTERS OFFICES OF THE GOVERNMENT OF INDIA

1. The Headquarters Offices of the Government of India are at present divided into three categories:—

(a) the Secretariat; (b) Attached Offices and (c) Subordinate Offices. The first category scarcely requires any explanation. It is the administrative machinery of each of the Departments of the Government of India whose head is the Secretary. The Secretariat is the instrument for formulating and shaping Government's policy. Under a democratic system the governmental organisation has, at the top, three distinct components—

(1) The Member or Minister whose function is to decide policy and who is responsible to the Legislature;

(2) A Secretary who is the administrative head of the organisation which provides the materials on which to reach policy decisions; and

(3) The Executive Head who is at the head of the machinery which is entrusted with the task of carrying the decisions into effect.

2. The superior staff of the Secretariat Department generally consists of (i) the Secretary; (ii) the Additional or Joint Secretary; (iii) the Deputy Secretary; (iv) the Under Secretary and (v) the Assistant Secretary. The function of the Secretary has been stated above. The Additional or Joint Secretary (where the post exists) in large Departments is expected to function as the Secretary in relation to the subjects allotted to him by the Secretary of the Department. A Deputy Secretary should be what his designation implies, namely, an officer who acts on behalf of the Secretary and is generally in charge of a Division or group of sections to which particular headings of work have been allotted. The Under Secretary and Assistant Secretary are officers in charge of branches or sections.

3. The Wheeler Committee described the present Secretariat organisation in India as "a transitory cadre of a few superior officers controlling a permanent but less qualified office". From time to time enquiries have been undertaken with a view to improving the efficiency of this administrative machinery. The Wheeler Committee, 1936, was the first to be charged with the duty of enquiring into the system under which officers are at present obtained for superior posts in the Government of India Secretariat as the problem by then had become acute with the extension of provincial autonomy. Their main finding was that the practice of staffing the Government of India Secretariat by officers drawn from the Provinces was sound but they agreed that in the specialist departments, namely, the Finance and Commerce, an expert cadre was required and should be built up—the two departments being regarded for this purpose on a common footing. This was the genesis of the present "pool" cadre for these two departments. The Maxwell Committee (1936-37) also enquired into the efficiency of this system and suggested improvements which have been generally adopted. It is understood that a permanent reorganisation of the Secretariat Department with a view to improving the officer cadre by forming a Central Civil Service was also considered by Sir Richard Tottenham in 1945-46.

4. As regards the office, the questions of scales of pay and qualifications for recruitment were the subject of a report by Sir James Meston in 1908 (see Part I, paragraph 13 *supra*). Recommendations calculated to make the Secretariat system more efficient and expeditious (by an improved system of recruitment and organisation) were made a decade later by the Llewellyn Smith Committee (1918). Later attempts to improve the Secretariat procedure and machinery followed the main lines indicated by the Llewellyn Smith Committee. Till recently, the typical Secretariat Office consisted of—(i) Superintendents who are responsible for the work and general efficiency of the whole section; (ii) Assistants—1st Division—who deal with cases; (iii) Clerks—Second Division—who deal with less important cases (a category since abolished in Secretariat offices proper); and (iv) Clerks—Third Division—who are intended mainly for routine work including typing.

5. The second category of Headquarters offices, namely, Attached Offices, has grown gradually to a large number *vide* list below:—

1. Federal Public Service Commission.
2. Director-General, Indian Medical Service.
3. Controller of Printing.
4. Director-General of Civil Aviation.
5. Director-General, All-India Radio.
6. Financial Adviser, Delhi Province.
7. Chief Controller of Imports.
8. Chief Controller of Exports.
9. Director-General, Industries and Supplies.
10. Imperial Council of Agricultural Research.
11. Director-General of Archæology.
12. Agricultural Marketing Adviser.
13. Director-General of Disposals.
14. Superintendent of Insurance.
15. Chief Engineer, Central Public Works Department.
16. Estate Officer, Central Public Works Department.
17. Waterways and Irrigation Commission.
18. Economic Adviser to the Government of India.
19. Chief Adviser, Factories.
20. Military Adviser-in-Chief, Indian State Forces.
21. Press Information Bureau.
22. Director of Inspection, Income-tax.
23. Inspectorate of Customs and Central Excise.
24. Directorate of Seamen's Welfare.
25. Directorate of Resettlement and Training.
26. National Savings Bureau.
27. Director-General of Posts and Telegraphs.
28. Directorate of Industrial Statistics.
29. Director, Intelligence Bureau.
30. Chief Labour Commissioner.
31. Electrical Commissioner with the Government of India.

Many of these offices are self-contained organisations working under the immediate control of a Secretariat Department—their functions being mainly advisory, while others are purely executive branches under heads of departments. The development of these Attached Offices was apparently the result of a confusion of two distinct functions—the laying down of policy and the day to day implementation of that policy. The latter is normally the function of an executive head, who while he may also function as an expert adviser on matters dealt with by the Secretariat, can only dubiously be regarded as concerned with the enunciation of policy. The distinction between the Secretariat and Attached Offices seems to be connected with status. Originally some of the Attached Offices moved with the move of the Government between Calcutta or Delhi and Simla. Some offices started as branches of the Secretariat. In some Attached Offices, for greater expedition in disposal of business, the practice grew up of passing the office files themselves to the Secretariat Departments of Government for obtaining Government's sanction to proposals. In some of those offices the administrative head was invested with *ex officio* Secretariat status. It is also claimed that by and large the work in an Attached Office is of a more intricate or specialised kind and approximates more to the type of work done in the Secretariat than to the business of what are called Subordinate Offices. The Central Board of Revenue and the Railway Board are virtually Secretariat departments, though each has branches which bear the character of Subordinate Offices. Defence Headquarters appears to stand in a category by itself in not being designated as an Attached Office and at the same time not being regarded as part of the War Department Secretariat.

6. The Subordinate Offices at the headquarters of Government are of three kinds—(i) offices of heads of departments, *e.g.*, the Auditor-General and the Military Accountant-General, working directly under the several Departments of the Government of India; (ii) offices of other heads of departments; (iii) offices of the local administration. We shall be dealing with these categories in a later section. Our main object in mentioning these offices here is to focus attention on the fact that lower scales of pay obtain in these offices than in the Attached Offices, though in point of importance and intricacy of work there is not much justification for classing the office of the Chief Engineer, C. P. W. D. or of the Controller of Printing as an Attached Office, when the Auditor-General's office is not so classified.

Civil Secretariat.

7. The following table indicates the rates of pay admissible to different categories of employees below the rank of Under Secretaries in Secretariat Departments:—

Categories	Old Scale	New Scale.
	Rs.	Rs.
Assistant Secretary (Class I Service)	1,000—50—1,250	750—25—900
Superintendents (Class II Service)	600—40—800	500—20—600
Assistants (Class II „)	200—15—500	140—10—310—15—400
Stenographers (Class II „)	175—12½—375—15—450—25—500	125—5—180—10—300
Clerks—II Division (No fresh recruitment)	100—8—300	80—4—120—5—200
Clerks—III Division . . .	90—4—170	60—3—105—4—125—4—145—5—170

The Imperial Secretariat Association who gave evidence before us asked that the scale for Assistants be increased to Rs. 250—20—550 with an upper time scale at Rs. 400—25—550 and a scale of Rs. 100—5—300 be provided for III Division Clerks. They also pressed for the restoration of the pre-1931 pay scales for Superintendents and Assistant Secretaries. They demanded in addition relief in the nature of dearness allowance for all staff drawing pay up to Rs. 1,000. They argued that these rates of pay would just constitute a living wage for these categories of employees so as to enable them to maintain a standard compatible with their standing as Government servants. It was conceded by the majority of witnesses that the rates of pay drawn before the war were reasonable and adequate on the price levels then prevailing, while some maintained that the post-1931 scales were throughout inadequate. It appears to us that as far as the Secretariat staff, who are the highest paid categories of ministerial employees, are concerned, their grievance is mainly psychological, arising out of the differentiation between old and new entrants who do the same work but are allowed different rates of pay. The majority of witnesses had no clear idea of the cost of living index to which the scales proposed by them should be related while those who attempted to relate pay to the cost of living index assumed that prices would stabilise at levels ranging between 175 and 250. Most witnesses agreed that the 1920-21 rates of pay were fair for the higher paid categories and as these scales were fixed when the index stood at about 175 (with 1914 as the basic year) we consider that something like the restoration of these scales will be a fair solution so far as the Secretariat employees are concerned except for those in the lowest paid class. (The 1914 and 1939 price levels were nearly the same). So long as the price level continues to be substantially higher than 175, dearness allowance at suitable rates as intimated earlier in the report will have to be continued.

8. The Secretariat staff have claimed special rates of pay mainly on the strength of the opinion expressed by the Meston Committee and accepted unreservedly ever since: they said "We wish to make it quite clear, however, that in our opinion the Imperial Secretariat requires in its clerical staff a higher degree of intelligence, a broader outlook and a more discriminating critical faculty than are expected in the offices of any Provincial Government" (page 9). The view has often been expressed that the rates of pay of the Imperial Secretariat Service are noticeably generous as judged by standards in the Provincial Secretariat not to mention other Government offices. In support of the claim for an increase in the rate of pay, the Secretariat Association, however, stated that the office workers in commercial firms like Tatas, Birlas, Dalmias, Delhi Cloth Mills, etc., drew higher salaries than the clerical staff in the Secretariat. This claim was not substantiated by any figures for comparable categories and as far as we know it is incorrect. In tendering evidence before us, the Association also made a claim that Assistants in the Secretariat correspond to Assistant Principals in the United Kingdom and as such the scale of remuneration they proposed was justified. On the other hand, we received protests from every other category of ministerial employees, particularly the Upper Division Clerks (who are graduates) of the Audit and Income-tax Departments that their rates of pay had been pitched too low although they did the same type of work and possessed the same qualifications as employees in the Secretariat. The same complaint was voiced in respect of supervisory posts in Subordinate and Attached Offices *vis-a-vis* posts of Superintendents in the Secretariat. Even some of the senior officers whom we examined were inclined to think that Superintendents of the larger sections in Attached Offices or Subordinate Departmental Offices shouldered responsi-

bilities equal to those of the average Superintendent in the Secretariat and although an Assistant in the Secretariat undoubtedly did work of a higher type than was common in ordinary departmental offices, the difference in pay was out of proportion to the difference in work and responsibility.

9. We consider that the work of the Secretariat Assistant as in the present system, does not warrant a radical change in the basis of his emoluments. If a comparison is to be made with the U. K. administration, his place would correspond to that of the entrant to the clerical service and not to that of the civil servant recruited to the administrative service. While he is required to note on cases, put up precedents and present an intelligent appreciation of facts for the orders of a superior officer, neither an Assistant nor even a Superintendent under the present organisation and procedure of the Secretariat is authorised to give a decision or pass orders on behalf of the Government nor in fact does he do so. Higher pay for this service than what we are recommending will not only be out of keeping with the scales for ministerial posts in departmental offices but will also not fit in with the rates which we propose for executive, technical and administrative posts whether in Class II or Class I services. At the same time we recognise that recruits to the Secretariat have to be drawn from a wide field and that it is necessary to build up in the Secretariat a permanent staff of such quality that it may in due course contribute a substantial proportion of qualified candidates for the grade of Secretariat officers. We consider that in the case of Assistants there should be two grades rather than a single one with an efficiency bar. The bar as it operates ordinarily is seldom sufficient to stop a less competent Assistant from further promotion. We recommend that the Assistants should be in two grades—the lower grade on Rs. 160—10—330; the higher grade on Rs. 250—10—300—15—450. Promotion from the lower to the upper grade, which may be a reasonable proportion of the cadre, should be strictly by selection. In view of the maximum scale of Assistants being Rs. 450, we recommend that the scale for Superintendents should be Rs. 530—30—710. The arrangement of the ministerial staff of the Secretariat is co-ordinated to the existing system of recruiting officers, *viz.*:—the tenure system. If that is radically changed, a reorganisation of the ministerial staff also may become necessary.

10. As regards the pay of Assistant Secretaries, we think that in view of the demand for scaling down the top salaries, the restoration of the old scale Rs. 1,000—50—1,250 will not be justified. We consider that Rs. 800—40—1,000 which approximates to the top reaches of the senior scale of Class I Service will be adequate for remunerating the responsibilities of a post of this character. The Secretariat Association have suggested the redesignation of all Assistant Secretaries' posts as Under Secretaries' posts since the work done by the officers is of the same character. As the Under Secretary is recruited in a different manner and his pay is determined on different lines, it does not seem practicable to give effect to this suggestion.

On the further claims of the Secretariat Association that members of the Secretariat staff should have the right of promotion to posts of Deputy Secretary as a normal prospect of service, and there should be no bar to appointment to other higher posts, we do not propose to comment as the matter of staffing the superior posts in the Secretariat will have to be considered only as part of the problem of reorganisation of the Secretariat.

11. As far as the Secretariat is concerned, if the present cadre of Assistants is continued, one cadre of routine clerks will be sufficient. If on a reorganisation of the superior cadre, the present Assistants' cadre

becomes unnecessary, it may have to be replaced by a cadre of Upper Division Clerks to which graduates should be recruited. The routine work of receipt, despatch, typing, etc., should continue to be done by lower division clerks. We consider a start of Rs. 90 would be too high for the minimum qualification needed for the Lower Division Clerks which is only a matriculation. The work too is of a nature which does not allow of sufficient differentiation in duties and responsibilities from one office to another; and we have been pressed with the criticism that has been made about the existence of such discrimination as between routine clerical grades in Subordinate, Attached and Secretariat Offices. Further, in the case of the routine clerical grade, it does not appear to us to be necessary to extend the field of recruitment normally outside the limits of adjacent Provinces or pitch the pay scales high merely to attract entrants from different Provinces. As explained in paragraph 18 *infra*, we propose that the lower clerical grade in the Secretariat should carry a pay of Rs. 68—4—120/E.B.—5—170. One member is of the view that this scale should be applied only to personnel recruited through the F. P. S. C. examinations and for others not so recruited the scale should be Rs. 60—4—100—5—150. Mr. Joshi and Sardar Mangal Singh propose that the routine grade clerk should have a scale of Rs. 70—5—120—6—180 in the Secretariat and attached offices located in New Delhi and that the scale of the routine grade clerk in the attached offices located elsewhere, should be Rs. 65—5—120—6—180.

12. The Stenographers' Association have protested against the existing distinction between the old scales of pay in the Secretariat and the old scales in the Attached Offices—a distinction which has been abolished in the new scales—and they consider the revised scales inadequate as a living wage and insufficient for persons who having acquired a specialised skill have chosen stenography as a career. They have asked for a scale of Rs. 200 to 500 and an upper time scale of Rs. 375—25—600 comprising 25 per cent. of the cadre, so as to remunerate equally all efficient stenographers at headquarters. Regarding this higher scale as suitable for Personal Assistants to high offices, the Association suggested the abolition of the existing scale of allowances to such Personal Assistants. They also insisted that as stenographers now possess qualifications comparable to those of Assistants they should be allowed equal chances of promotion to posts of Superintendents or to other executive or supervisory posts. One of the reasons adduced for claiming this opening for promotion was that most stenographers found it difficult to keep up their speed and efficiency towards the end of their service to the same extent as in their earlier years and they are less able to stand up to the strain of intensive touring. An alternative career was, therefore, asked for.

We questioned a number of senior officers on the possibility of providing ministerial duties interchangeable with duties of stenographers so as to allow such an alternative career. Most heads of departments declared themselves opposed to such a course as they considered that it would neither tend to keep the stenographers more efficient nor maintain the efficiency in branches where ministerial employees have to possess a certain degree of specialised knowledge. As far as the Secretariat Departments are concerned, we would, subject to recruitment being made with the same minimum educational qualifications, favour the grant to stenographers of the same scales of pay as for Assistants, the upper grade being sufficient to give them better prospects. As we have also provided for a senior scale and increased their pay scale we do not consider there should

be any further special pay for Personal Assistants. Another suggestion which has been made by the Stenographers Association and which has also been pressed by certain departments, *e.g.*, War Department is that a proficiency allowance of Rs. 50 p.m. should be granted to stenographers who pass a test of 150 words per minute in shorthand. We understand such an allowance was given during the period of the war when there was great difficulty in recruiting stenographers on the new scales of pay. Since we are proposing higher rates of pay for headquarters stenographers generally and we are of the view that in the normal work for which stenographers are used, dictation speeds of over 120 to 150 are in practice seldom likely to be required, the grant of additional allowance for maintaining such speed is unnecessary. The normal opening for persons with high speed is in the line of reporters for whom a higher pay is already allowed. We expect that if they possess the requisite qualifications, stenographers in Government service will be given a fair chance when selecting reporters. In the case of Council Reporters, the Association have asked for the restoration of the old scale of Rs. 450—25—750. They should be allowed a scale of Rs. 450—25—500—30—710.

13. One grievance which has been strongly pressed before us by representatives of staff associations is the existing disparity in status, pay and prospects between the ministerial staffs of the Secretariat and of the Attached Offices so far as the Superintendents and the pre-1931 entrants are concerned. They have argued that the responsibilities and nature of work of the ministerial staff of the Attached Offices are the same and in some cases the work in an Attached Office is of a specialised nature, and that the method of recruitment and standard of qualifications are the same. They further urged that Government when considering the revision of scales of pay in 1931, appear to have recognised the principle of partiy in the two group of offices by giving equal pay. We are not greatly impressed by this claim for parity. We feel that for a ministerial service, which does not enjoy gazetted rank, the status of a Class II service is unnecessary and if a change were required, we would recommend that Assistants whether in Secretariat or Attached Offices should be regarded as a Class III service, the post of Superintendent in the Secretariat alone remaining in the Class II service. The principle which has been accepted for differentiation between Secretariat and Attached Offices is that the work in the Secretariat is more difficult and responsible generally and is also to some extent arduous. This view has generally been adopted in determining the strength of posts in Attached Offices where the number of First Division or Assistants' posts allowed is relatively much smaller than in Secretariat Offices. The continuance of the Second Division in Attached Offices is also in recognition of the fact that much of the noting and drafting work in Attached Offices is of a lower level than is required in the case of Secretariat offices. Even when the question of the assimilation of rates of pay of clerks, stenographers and assistants was considered in connection with the revision of the scales of pay, it was recognised that the same uniform treatment could not be allowed to Superintendents in Attached Offices since it was felt that the nature of the work and supervision in the Secretariat required a higher calibre. In practice various rates of pay have been allowed to Superintendents in Attached Offices dependent on the importance and responsibility of the work.

14. We consider that in future the artificial distinction of status between Attached and Subordinate Offices should be abolished and any office considered important enough to be classed with the Secretariat

should be absorbed in the Secretariat. Since the gazetted status of Superintendents in the Secretariat has been accorded to enable them to discharge duties which require such status, we are not impressed with the request for conferring similar status on Superintendents in other offices. A multiplication of the number of posts to which such a privilege is attached will merely lessen the value of gazetted status.

15. In regard to the post of Administrative Officers, it has been claimed that the responsibilities are as great as and in some cases are even greater than those of Assistant Secretaries to Government and yet, it is said, the pay allowed is lower. We consider that some differentiation between the two posts is justified on the ground that Assistant Secretaries carry higher responsibilities as they issue or communicate orders on behalf of the Government while Administrative Officers merely function as office aides to the head of a large Department. Looking at the scales now obtaining in different offices for Administrative Officers, it is obvious that notwithstanding the identity of nomenclature, the responsibility of these officers is varied. We are therefore led to think that they cannot all be placed in the same category and it does not seem to us right to prescribe a single scale for such a variety of posts. We would accordingly recommend two scales for them:—

(a) Rs. 650—30—800; (b) Rs. 500—30—710.

Should it however be found that in any office the responsibility of the post now designated as Administrative Officer does not warrant his being placed even in the lower of the above scales, we recommend that the post be assimilated to the appropriate scale for Superintendents' posts in non-Secretariat offices.

16. One of the grievances of staff in the Attached Offices arises out of the fact that their prospects are less attractive than those available to Secretariat employees, though both are recruited through the same examination and persons who have secured higher rank have often been posted to Attached Offices. Even as between different departments of the Secretariat, promotion prospects are not equal and we do not feel justified in accepting any proposal for upgrading of posts in Attached Offices merely to ensure better prospects for entrants thereto.

17. In Departments whose functions lie entirely in the Central field it would be best to separate the office of the executive head, even if it is located at the headquarters of Government, from the Secretariat proper. An artificial Secretariat status need not attach to an important executive head who should be free to deal with the Secretary or Minister. As the head of the department he would also be the Technical Adviser to Government and all specialist and research branches should be in his office and not in the Secretariat. In other cases where the functions of a department cover subjects which are partly or preponderantly in the provincial field, it may be necessary to have as *adjuncts* to the Secretariat proper, certain offices or branches for expert advice or assistance which will be repositories of specialised knowledge or information. The close contact of these offices with the Secretariat proper need in no way justify their treatment on a special footing distinct from the offices of executive heads. A great deal of the present discontentment among staff would probably cease if the Secretariat proper is kept distinct from the other offices at the headquarters of the Government not by upgrading all Attached Offices to Secretariat status but by removing the distinction between Attached and Subordinate Offices. Once the notion of derogatory status is removed

and the scales of pay of office staff whether they serve in a Secretariat Branch, or in an office of a Chief Executive Head at the headquarters of Government or in a local office are determined purely with reference to the nature of the work; the qualifications required and the field of recruitment necessary for getting suitable personnel, the classification of staff will rest on a proper and rational basis. Equal grades of staff should carry the same pay in all offices but there is no justification for assuming that each office should have the same proportion of high grade, intermediate grade and lowest grade staff. The necessity for posts of any particular grade and the proportion of posts in different grades for each office should be determined irrespective of the status of the office. The principle should be that higher grade staff should be employed as little as possible on work which can be done equally or sufficiently well by lower grade staff. The work of routine clerks dealing with receipt, despatch, typing, etc., cannot differ much as between different offices. In the case of ministerial work covering referencing of papers, indexing, filing and dealing with routine correspondence, the scope for differences in pay would be limited; and the reason for variations, if any, would be that based on the necessity to get recruits from a wider field so as to ensure the best selection. In respect of staff dealing with work involving the application of rules and regulations, making suggestions and work of a real Secretariat type, the variation will be greater. The quality of the supervisory staff will differ considerably for the several types of offices.

18. Taking all these factors into account, we suggest that the regular office staff should fall in the following grades:—

Lower Division Clerk—

(i) Rs. 55—3—85—4—125—5—130.
(ii) Rs. 61—3—85—4—125—5—130.
(iii) Rs. 68—4—120—5—170.

The minimum qualification for the above scales should be not less than matriculation. Scale (iii) would apply to Lower Division Clerks in the Government of India Secretariat Departments as we assume that recruits to these offices will be of a higher quality. Scale (ii) would apply to Lower Division Clerks in offices of Heads of Departments working directly under the Government of India, *e.g.*, the Auditor-General, M. A. G. Public Service Commission. Scale (i) would apply to the lowest grade of matriculate clerk in all other offices.

We are not unmindful of the fact that these scales do not differ much from the scales now obtaining in a few of the Delhi Offices. But they are distinctly higher than the scales obtaining in some other offices and as we see no reason for this differentiation we have brought the lowest scales to the higher level. All grades of the clerical service will under our proposals draw a higher dearness allowance than they now get and most of them will benefit by our recommendations as to housing or house rent allowance. Finally, all clerks who draw a salary of Rs. 100 or below will get an addition of Rs. 10 to their basic salary (according to our proposal in Part II, paragraph 72) when the cost of living index falls to 180. Taking all our recommendations together, their position will thus be substantially improved.

Upper Division Clerk—

Rs. 80—5—120—E.B.—8—200—10/2—220.

The minimum qualification for direct recruitment to this grade should be a university degree. While the above was the majority view, one member was of the opinion that there should be only one scale for all

routine clerks except in the Secretariat, namely, Rs. 60—4—120—5—150 but that an initial pay of Rs. 64 may be allowed for offices of Heads of Departments working directly under the Government of India. Mr. Joshi and Sardar Mangal Singh propose that for Upper Division Clerks with a minimum initial entry qualification of a University Degree the scale should be Rs. 100—6—160—8—200—10—250. We are of the view that there should be no bar on promotion of lower division clerks to the upper division cadre provided they are fit and possess the requisite qualifications. In addition, when the upper division is filled by direct recruitment, those who have entered the lower division should, if otherwise qualified, be at liberty to compete for the upper division posts with some relaxation of the age limit in their favour. As regards other categories of the ministerial staff, the position will be as follows:—

Stenographers—

Secretariat—Junior . . .	Rs. 160—10—330
Senior . . .	Rs. 250—10—300—15—450
Offices of Heads of Departments working directly under the Government of India.	Rs. 160—10—330

Other offices—The upper Division scale for clerks, *viz* :—
Rs. 80—5—120—8—200—10/2—220 with a selection grade of Rs. 200—10—250

Assistants—Grade	I . .	Rs. 160—10—350
	II . .	Rs. 250—10—300—15—450
Superintendents	(i) . . .	Rs. 530—30—710
	(ii) . . .	Rs. 400—20—500
	(iii) . . .	Rs. 250—15—400
	(iv) . . .	Rs. 200—15—440—20—500

Scale (iv) would apply to S.A.S. Accountants in the Audit Offices and persons with similar accounts qualifications in departmental offices. Where practicable, this scale should be split up into two distinct grades, Rs. 200—350 and Rs. 350—500, the number of posts in each grade being fixed according to the duties in and requirements of each office. Scale (iii) would apply to Head Clerks or Superintendents in offices of Heads of Departments. Scale (ii) would apply to posts of Superintendents in important offices of Heads of Departments working directly under the Government of India. Scale (i) would apply to Superintendents of the Secretariat.

19. The staff of the Defence Headquarters have complained that civilian posts in the headquarters have not so far been classified and they have pressed for such a classification being made on the same basis as in the Secretariat and for the grant of the same rates of pay as have been recommended for the Secretariat employees. They have also asked that a larger percentage of the staff appointments which are at present held by military officers should in future be reserved for civilian staff promoted from subordinate and ministerial ranks and that they should have rates of pay roughly equivalent to those allowed to military staff officers. There are at present as many as seven scales for even the clerical posts. We consider that as far as the Defence Headquarters is concerned, it may not be appropriate to treat it less favourably than the offices now falling in the "Attached Offices" category. It will be for the Government to decide what percentage there should be in these offices of Upper

Division and Lower Division posts and what should be the rates of pay for supervisory posts (such as those of Office Superintendents and Officer Supervisors) having regard to the scales we have suggested above for the Secretariat and other headquarters offices. We think that there is force in the demand that there should be some opportunity for promotion from the ministerial ranks of Defence Headquarters to the staff appointments to the extent that such appointments are open to civilians.

20. We have elsewhere made a general recommendation that the terms 'subordinate' and 'inferior' services should be redesignated Class III and Class IV and that Class IV service should be enlarged so as to include all persons whose maximum pay is not above Rs. 60. The main categories of posts that would fall in the Class IV category in the Secretariat and the other headquarters offices are the following:—

Category	*Old Scale*	*New Scale*
	Rs.	Rs.
Record Sorters . .	20—1—40	
Daftries . . .	15—1—35	15—½—20—1—30
Jemadars . . .	25—1—30	25 (fixed)
Daffadars . . .	17—1—22	19 (fixed)
Peons—Grade I .	14—1/5—16	16—20 per cent.
II .		15—30 per cent.
III .		14—50 per cent.

It was represented to us that it was iniquitous that record sorters and daftries should be placed in the same class as peons who may be generally illiterate, while employees with no higher degree of literacy, *viz.*:—postmen and certain cadres of press employees are classed as 'superior'. With the reclassification of posts according to pay and the abolition of the term 'inferior' a main source of grievance as between employees drawn from the same strata of life would be removed. Most of the associations who gave evidence before us complained that the rates of pay for inferior servants even before the 1931 revision were totally inadequate as a living wage. The Imperial Secretariat Record Sorters and Daftries Association and Attached and Subordinate Offices Record Sorters, etc. Association claimed a rate of Rs. 50—2—80 for junior record keepers at present designated as daftries and Rs. 60—3—90 for senior record keepers at present called record sorters with a selection scale of Rs. 100—5—125 for the latter, and regular channel of promotion of daftries to the selection grade of record sorters.

The Imperial Secretariat Jemadars and Peons Association and Attached and Subordinate Offices Peons and Jemadars Associations have asked that there should be only two grades in future, *viz.*:—Peons and jemadars on rates of pay of Rs. 40—1—50—1½—65 and Rs. 40—1½—65—2—75 respectively. They have also asked for a house rent allowance of Rs. 10. Their claim was supported on the basis that the present cost of living is about 286 per cent. of the pre-war cost and that for an average family of 2 adults and three children, the minimum living expense in Delhi at the present time is Rs. 52 and even making allowance for any future fall in prices, the initial basic pay of Rs. 40 would be necessary. The officers whom we examined as well as a number of non-officials who have replied to our questionnaire consider that in present conditions a minimum total emolument of Rs. 50 would be necessary. We feel that in this case a mere reversion to the pre-1931 rates would not be sufficient as even those rates were low. For the reasons we have

given when discussing the question of minimum wage, we consider the following rates of basic pay will be appropriate to these categories; dearness allowance will continue as long as present price conditions prevail and a separate recommendation is being made for housing, etc.:—

Category.	*Rates.*
Peons (including Daffadars) . .	Rs. 30—½—35
Jemadars and Daftries . . .	Rs. 35—1—50
Record Sorters or Senior Record Keepers	Rs. 40—1—50—2—60

It will be remembered that this class of employees will get an addition of Rs. 5 (or even Rs. 10) to their basic pay when the cost of living index falls to 180. Mr. Joshi and Sardar Mangal Singh consider that instead of having a large number of such employees on poor scales of pay, it will be better to have a smaller number on better pay.* We agree that it is both possible and necessary to reduce the number of this class of employees. Recommendations to this effect are being made from before the days of the Llewellyn Smith Committee. Only two grades seem to us necessary for ordinary office messengerial staff in the categories now classed as 'inferior'. It should be unnecessary to have many posts on the second grade (*i.e.*, 35—50) of personal orderlies merely with a view to continue the present distinction in regard to such orderlies as are attached to higher officials. The grade of Rs. 40—60 is, in our view, only justified if the recruitment is made of persons with educational qualifications approximating to the middle-school standard.

21. As regards the superior posts in the Central Secretariat we understand that a reorganisation with a view to forming a Central Administrative Service is under consideration. Till the constitutional position in regard to subjects administered by the Union Centre becomes clear and the reorganisation proposals take definite shape, we feel that our recommendations must proceed on the basis of the continuance of the existing system of recruitment to the superior posts in the Secretariat as well as to posts normally held by the staff of the 'office', *i.e.*, Assistants and Superintendents of the Secretariat Service and personnel belonging to the clerical services.

22. In regard to posts of Under Secretaries and above, we consider that two courses are possible:—

(i) to continue the present system of special pay for personnel recruited from the cadre of an All-India Service or a Central Class I Service, or

(ii) to fix a basic scale for all posts between the level of Under Secretary and Secretary.

The present practice is to pay an Under Secretary Rs. 300 or Rs. 150 in addition to his grade pay according as he holds a Junior or Senior scale post in his parent cadre and to a Deputy Secretary Rs. 400 in addition to his grade pay in his parent service. We prefer that even during the

* These two members proposed the following scales:—

(1) Peons and Daffedars . . . . . Rs. 40—1—50—2—60

(2) Jemadar and Daftries . . . . . Rs. 45—1—50—2—70

(3) Record Sorters and Record Keepers . Rs. 50—2—70—3—85

continuance of the tenure system, the posts of Under Secretary and Deputy Secretary shall carry fixed scales of pay *viz.*:—Rs. 950—50—1,150 for Under Secretary and Rs. 1,300—60—1,600—100—1,800 for Deputy Secretary. We would recommend the following scales of pay for posts over the time scale:—

Secretary	...	...	Rs. 3,000
Additional Secretary	...	...	Rs. 2,750
Joint Secretary	...	...	Rs. 2,250
First Member, C.B.R.	...	...	Rs. 2,750
Other Members	...	...	Rs. 2,500

23. In regard to the Railway Board, the ministerial and the lower staff would draw scales of pay on a par with those of Secretariat Departments. In regard to officers' posts, namely, Assistant Director, Deputy Director, Joint Director, Director, Member and Chief Commissioner respectively we make the following recommendations:—the first will be on a par with posts of Assistant or Under Secretaries while posts of Deputy Directors will carry an additional special pay. Posts of Joint Directors may be equated with the Junior Administrative Scale of Class I services. Posts of Directors should be on a par with the senior Administrative scale, *i.e.*, Rs. 1,800—2,000 which will be the same as for major heads of departments in the Railway administration, while posts of Members and Chief Commissioner may be equated with the higher grades of Secretariat posts, *i.e.*, Rs. 2,750 and 3,000.

B.—FINANCE DEPARTMENT

1. Indian Audit Department

This section deals with the Accounts and Audit offices under the control of the Auditor General in India. The Military Accounts Department and the Railway Accounts Department which are administered by the Military Accountant General and the Railway Board respectively are dealt with in other Sections.

2. The main function of the Indian Audit Department is to bring to account and to audit the expenditure of all branches of the civil administration. Though the Auditor General is under the administrative control of the Finance Department, his functions in regard to the audit of Government accounts are fixed by rules under the Statute. According to its present organisation, the Department consists of the following branches:—

(i) Civil accounts (both Central and Provincial) for which the Accountant General or Comptroller of each Province is responsible;

(ii) Postal accounts, for which the Accountant General P. & T., who has a Deputy Accountant General for each postal circle, is responsible;

(iii) Army audit, *i.e.*, the test audit of the accounts kept by the Military Accounts Department, for which the Director of Audit (War and Supply) is responsible; and

(iv) Railway audit, which deals with the audit and accounts kept by the Railway Administration, for which the Director of Railway Audit, who has a Chief Auditor for each Railway, is responsible.

The first two classes are combined audit and accounts offices while the last two are separated audit offices. Besides these, the Audit Department is responsible for a certain amount of revenue and miscellaneous audit and for the audit of local funds accounts where such work has been entrusted to the Department by Provincial Governments. In respect of Forest and Public Works, the Department is also responsible for the training and posting of accountants who are to assist the divisional officers in the maintenance of initial accounts.

3. At the head of the organisation is the Auditor General of India who has a Deputy Auditor General to assist him generally in the control of the Department. The superior charges in accounts offices are manned by the Indian Audit & Accounts Service which is a Class I Service recruited on an all-India basis. For minor charges in the Department, there is a Class II Gazetted Service which is filled by promotion from subordinate ranks.

4. Prior to 1889, the gazetted cadre of the Department was recruited entirely in India; but in that year, European recruitment of four out of every nine vacancies was introduced on the ground that the supply of qualified officers in India was unequal to the demand. Since then, as the Islington Commission observed "The Indians in the Department have proved their fitness and this was recognised in 1909 when it was decided that

half the appointments to be filled in future should be reserved for them. There are no grounds of policy which make it necessary to go to Europe nor are recruits required to possess technical qualifications which cannot be procured in India". Since 1920, recruitment to the I. A. & A. S. has been exclusively Indian.

5. The following represents the scales of pay that have obtained, from time to time, in regard to superior posts in the Indian Audit Department:—

	Pre-1914 Scales	Scales suggested by Islington Commission	Scales sanctioned in 1920	Revised scales (Post-1931)
	Rs.	Rs.	Rs.	Rs.
Auditor-General .	4,500	4,500	5,000	5,000
Controller of Currency	3,000-125-3,500	3,000-125-3,500	3,000-125-3,500	Since abolished not prescribed
Dy. Auditor-General	...	...	3,500	3,500
Accountant-General—				
Class I . .	2,750	3,000	3,000	2,000
II .	2,500	2,750	2,250-100-2,750	1,600
III .	2,250	2,250	..	...
Class I General List	1,500-60-1,800	1,500-60,1,800	1,500-60-1,800	1,300
Class II . .	300-50-1,250 50/2-1,500	200 (Probation) 300-50/2-500-50-1,500	350-50-1,400	250-25-600 -35-950

6. We have explained in Part II the basis on which the pay scales were revised after 1931. In regard to the Indian Audit & Accounts Service, the pre-1931 time-scale was a single scale and the revision of 1931 followed the same line. On the other hand, for some of the other services, like the Railway Transportation Traffic and Commercial Services, Railway Accounts Service and the Telegraph Engineering Service a combination of time scales and grades was adopted. In practice, this combined system proved more attractive because of a substantial increase in the number of senior posts put on the graded system while deep dissatisfaction has been felt by members of the services carrying the single uniform time-scale because of the low initial pay and small increments. This is one of the main grounds of dissatisfaction among members of the I. A. & A. S., Imperial Customs and the Military Accounts Department. Another source of grievance is the fact that when the revision of scales of pay was carried out in 1934, the Indian Civil Service, the Indian Police and the other services under the Secretary of State were not brought into the scope of the revision and the revision did not also affect those who were recruited before 15th July 1931 although they continued to do the same duties as officers on the new scales recruited after that date.

7. The *Ad Hoc* Committee of Class I Officers on the revised scales of pay argued before us that the rigid standards of demand and supply should not be applied in determining the remuneration of public servants. They claimed that the remuneration should be such as to allow a reasonable standard of comfort and amenities for the officer and his family on the same scale as those available to successful men in business or in other professions, and that until such time as the floor and a ceiling for earnings whether in Government employment or outside are enforced by the State, it would be manifestly unfair to place Government servants at a distinct

disadvantage. They contended that with the growing economic development of the country and with more outside avenues for employment for men with good qualifications, it was essential that remuneration for Government services should be adequate if the service is to continue to attract persons of the requisite calibre and integrity. In giving evidence before us they recognised the need for a less costly administrative system than the present one but they maintained that they did not demand anything quite out of step with earnings in the learned professions or in outside employment in posts of comparable responsibility. While they were prepared to make some sacrifice *vis-á-vis* persons seeking an avenue of pure personal profit in a business career, they contended that the civil servant ought to be assured of a decent standard of living throughout his career so as to place him above want and temptation.

8. On the above premises, it was suggested that, on a proper rationalisation of the pay structures, all posts in the Central Services, Class I, should be divided into four standard categories corresponding to the various stages of responsibility in an officer's career, the stages of pay for each category being approximately the same in all services:—

(1) The unit charge or charge by a junior officer of a section of an office.

(2) Group or semi-independent charge, *i.e.*, charge of more than one section in an office, involving the supervision of work of other gazetted officers, whether as head of a division or of a small office.

(3) Junior administrative charge or headship of a small department or a deputy head of a large department.

(4) Senior administrative charge or headship of a major department or office.

The scales proposed for these categories by some of the witnesses (*Ad Hoc* Committee of Class I Officers) are:—

(1) Unit charge—Rs. 350—35—700—40—900.

(2) Group charge—Rs. 600 (5th year)—40—1,000—50—1,150—50/2—1,250.

(3) Junior Administrative Charge—Rs. 1,450—60—1,750.

(4) Senior Administrative Charge—Rs. 2,000—75—2,300.

The witnesses maintained that the above scales were not highly pitched in comparison with Provincial Class I scales where they had been revised, *e.g.*, recently in the Punjab, and even at the top levels they were less than the basic remuneration of comparable appointments in industry (excluding special benefits such as bonus on profits).

9. The Auditor General has stated "The 1931 scales were fixed at what proved to be the lowest point of the curve of steadily falling prices between the wars, very shortly before the recrudescence of militarism arrested this fall; they may also have been unconsciously depressed by the financial crisis of 1929-32 which suggested the need for rigid Governmental economy. They were therefore probably just barely adequate when they were introduced, but quickly falsified by events for all grades, especially for officers of the Indian Audit and Accounts Service who had to serve all over India, live in big cities, have very often to maintain two establishments and whose emoluments compare very unfavourably with corresponding employees in big business in the same locality. These rates closely followed the rates

then adopted for the Indian Army and the Indian Police, the former enjoying amenities not open to civilians and the latter serving within one province only". We recognise the force of some of the above arguments.

10. These points of view have been discussed at length when dealing with the pay of Class I Services (Part II, paragraphs 52 to 54). Following the scales then suggested (see Part II, paragraph 61) we recommend that the pay for the superior posts in the Indian Audit Department should be as follows:—

I. A. & A. S.

Junior Scale—Rs. 350—350—380—380—30—590—E.B.—30—770—40—850.

Senior Scale—Rs. 600 (6th year)—40—1,000—1,000—1,050—1,050—1,100—1,100—1,150 (22nd year).

Junior Administrative Posts—Rs. 1,300—60—1,600.

Senior Administrative Posts:—

(a) Posts of Comptrollers (now called A. G. Cl. III in senior scales)—Rs. 1,600—100—1,800.

(b) All posts equivalent to Accountant General (without any distinction between the grades of A. G. Class I and Class II)—Rs. 1,800—100—2,000.

For the post of Deputy Auditor General, having regard to the fact that the present pay and status correspond to those of an Additional Secretary, we consider that a pay of Rs. 2,750 would be appropriate.

11. Some of the junior posts in the Department are held by promoted officers variously designated as Assistant Accounts Officers, Assistant Audit Officers, etc. They are a Class II service and are generally promoted from subordinate ranks. Officers of the Class II service are not generally liable to transfer all over India. A suggestion has been made before us that as these Class II Officers do the same work as other junior officers of Class I, they could be amalgamated into the latter cadre. Witnesses whom we examined, however, have not been unanimous on the question of the merger. They admitted that while such amalgamation was possible in regard to offices where there is no difference in the nature of the work, there are real difficulties arising out of differences in the method of recruitment and promotion and out of the liability to all-India transfer which would attach to a promotee to a Class I Service when he obtains the preferment at an advanced age. The general question has been discussed in Part II. We recommend that the Assistant Accounts Officers' cadre be retained as a Class II service and be allowed a scale of Rs. 500—30—650—E.B.—30—800 in the general scale which we have suggested for the Class II services.

12. The ministerial staff of the Audit Department comprise the following grades:—

(i) Superintendents—also called Accountants, Senior Accountants and Senior Auditors in different Accounts Offices.

(ii) Divisional Accountants.

(iii) Selection Grade Upper Division Clerks.

(iv) Upper Division Clerks.

(v) Lower Division Clerks including machine operators, typists, etc.

(vi) Stenographers.

(vii) Record Clerks or Sorters.

The scales of pay for these posts are not at present uniform in all accounts offices or in all stations. The variation is considerable as between the civil accounts offices located in different provinces. In certain branches like the Defence Test Audit and to a lesser extent in the case of the Railway Audit, pay scales are on a uniform basis. A large number of associations representing the ministerial and inferior staff of the Audit Department gave evidence before us.

13. The demands made by these staff associations are not uniform but a copy of a resolution passed during the 22nd session of the All-India Audit & Accounts Offices Conference held in Calcutta on the 8th June 1946 has been sent to us which sets out the demand put forth from time to time for the upgrading of the scales of pay in audit offices. The scales asked for are reproduced below:—

S. A. S.	Rs.	400—30—700
Divisional Accountants . . .	,,	280—20—500
Stenographers	,,	210—20—450 with selection grade at Rs. 450—20—600
Upper Division Clerks	,,	150—15—450 with selection grade at Rs. 450—25—500
Typists, Comptometer Operators, Machinists.	,,	100—5—150—10—300 with special pay of Rs. 25 to Typists and Comptometer Operators and Rs. 40 for Machinists.
Sorters	,,	60—4—160

Before us the demand of some of these associations was pitched even higher, being Rs. 600—40—800 in the case of Accountants and Rs. 200—25—400—25—600 in the case of Audit Clerks whom they preferred to call Assistants following the Secretariat terminology. Some of the associations further claimed parity of rate for all ministerial posts in the Audit Office with the Government of India Secretariat scales. Some of the non-gazetted employees' associations have suggested what they would deem fair rates of pay for superior posts, *e.g.*, Rs. 800—50—1,000 for Assistant Accounts Officers with special pays of Rs. 200, 300 and 500 in addition, for the Deputy Accountant General, Accountant General and Auditor General respectively. It was contended by witnesses who appeared before us that the claim for higher pay for each category, *viz.*:—Rs. 100—300 for clerks, Rs. 200—550 for Auditors, Assistants and Upper Division Clerks and Rs. 600—800 for Accountants/Superintendents was based on the living wage criterion as disclosed in the budgets sent. But when the latter were subjected to scrutiny the ground was shifted and emphasis was laid on the similarity of the work for all categories *vis-a-vis* Secretariat employees. Witnesses contended that the hours of work and quality of work and its intricacies were as great if not greater in an audit office and that as far as routine work was concerned, indexing, typing, etc., the shades of responsibility were indistinguishable. The Upper Division Clerks it was emphasised possessed the same educational qualifications as Secretariat Assistants. We were impressed with the strength of the feeling against the existing low rates of

pay and the extent to which it has been aggravated by differences in emoluments which are not fully justified by the nature of work or responsibility but we nevertheless think that their demands are too high. It was put to the witnesses that their revised claims exceeded even the demands of the All-India Accounts Offices Conference and the increases asked for, *viz.*:— a jump from Rs. 40 to Rs. 100 in the case of clerks and Rs. 45 to 200 in the case of Upper Grade Clerks was too much and the rates which they had suggested for the higher ministerial posts were not in keeping with the salary which they had proposed for the highest posts in the Department.

14. The Auditor General has told us that "The scales beginning at Rs. 30 or Rs. 40 which were introduced for the majority of ordinary clerks doubtfully provided a living wage even before the last war. The pay of clerical cadres needs permanent revision with a substantial increase of the minimum. On the standard of the pre-war level of prices, the minimum for the lowest grade clerks (*i.e.*, the lower division clerks including machinists and typists in the Indian Audit Department) should be at least Rs. 60." We agree with the spirit of the above remarks. We also found that in respect of the lower paid posts, even some of the pre-1931 scales required improvement In recommending the improvement, we were however unable immediately to carry the minimum to the point suggested by the Auditor General. It seemed to us more urgent to provide a reasonable minimum for the large numbers of low paid posts before suggesting an increase in the pay of posts which were nearer the line mentioned by the Auditor General. We have also thought it preferable to provide relief for all these classes by way of concessions under certain miscellaneous heads, like 'house-rent allowance' 'local allowance', education allowance', etc. We have accordingly recommended that for the present the clerical grade will be on a scale of Rs. 55—3—85—E.B.—4—120—5—130 where the minimum qualification for entry is only matriculation. Since we have recommended dearness allowance on a liberal scale for these classes, we have thought it right to postpone a further increase in the basic scale till the cost of living comes down to 180. We have suggested that at that stage a sum of Rs. 10 may be added to the basic salary of these classes of ministerial staff. Comptometer operators may be allowed the same basic scale as lower division clerks with a special pay. Sorters or Record Clerks in Postal Audit Offices, who are not required to possess the same minimum qualification, namely, matriculation, may be placed on a scale of Rs. 45—2—65—3—80 with some selection grade posts on Rs 75—3—105. In the case of Upper Division Clerks, where the minimum qualification is a University degree, we have suggested a higher scale, *viz.*:—Rs. 80—5—120—E.B.—8—200—10/2—220. In regard to S. A. S. passed clerks, we agree with the Auditor General's recommendation that they may be allowed increments of Rs. 10 per annum as against the present increments. Stenographers may be allowed the same scale as Upper Division Clerks. Those attached to the head of the department may be allowed eligibility to a selection grade of Rs. 200—10—300. Stenographers in the Auditor General's Office may be on a scale of Rs. 160—10—330

15 Divisional Accountants Associations have complained that their scales of pay have virtually remained the same between 1864 and 1931 when they were subjected to a further revision They stated that the Accountants are all graduates and are recruited through a stiff examination and given an intensive training before they are passed on to their new duties. Some of the witnesses argued that the position of Divisional Accountants

under the Code Rules is analogous to that of the S. D. O. in his relation to the Executive Engineers and the remuneration of Divisional Accountants should, therefore, be on a par with that of S. D. Os. on provincial scales. We are not impressed with this line of argument, since S. D. Os. with whom the comparison is made are engineering graduates who have undergone a costly and intensive training of four to five years and the qualification and experience required for a Divisional Accountant are not in any way comparable. It is clerks in the Divisional or Accounts Offices who are generally appointed Divisional Accountants. The Auditor General has recommended a scale of Rs. 100 (during probation) 125—10—225—E.B.—10—275—E.B.—15—350 for Divisional Accountants with a possible variation in the initial pay to suit Provincial Governments. We consider this range of pay reasonable but would recommend instead a scale of Rs. 100 (during probation) 130—10—250—E.B.—15—355 which more closely corresponds to one of the standard scales proposed by us. The Auditor General has also suggested that Divisional Accountants of the Office of the A. G. C. R. and junior Divisional Accountants in the P. & T. Department, who are liable to transfer throughout India, should be on a scale of pay giving them an advantage of Rs. 25 p.m. throughout the scales. He proposes that the Senior Divisional Accountants of the P. & T. Branch should be on the present S. A. S. scale up to the efficiency bar and get a similar addition of Rs. 25 p.m. to compensate for the liability to transfer. We commend the proposals which would allow Senior Divisional Accountants of the P. & T. Branch a scale of Rs. 200—15—350 with a special pay of Rs. 25

16. Regarding the Subordinate Accounts Service, the Auditor General has suggested a scale of Rs. 200—15—380—E.B.—15—500. There may be obvious advantages and there might be a better differentiation of pay according to responsibility if, as in the Railway and P. & T. Departments, there are two scales for the S. A. S., a junior scale of Rs. 200—15—350 and a senior scale of Rs. 350—15—380—20—500. Should there be any administrative difficulties in making a change in the Indian Audit Department, the scale proposed by the Auditor General may be adopted. For uniformity, it is desirable that the same scales should also apply to personnel in the offices of the Director of Railway Audit and the A. G. P. & T. and the offices subordinate to them. The Auditor General recommended a slightly higher scale for personnel in his office and in the offices of the Director of Audit W. & S. and the offices subordinate to the latter. To avoid increasing the number of scales unnecessarily, we consider that a special pay may be allowed to superintendents or accountants in these offices.

17. In regard to inferior servants, we have received representations from a very large number of associations and a great many of these associations have also given oral evidence before us. The minimum pay demanded has varied from Rs. 35 to 50 in the Punjab, Rs. 50 to 60 in Bombay, Rs. 40 to 60 in Delhi, Rs. 35 to 75 in Calcutta, with additional demands of (i) free house or a house-rent allowance of Rs. 10 to 15, (ii) free education for children, and (iii) free medical facilities for family. In addition, witnesses asked for a concession in the nature of a travelling facility while on leave. Some of the civil accounts associations asked for rates of Rs. 45—2—65 or 50—3—80 for inferior servants. Their demands were not correctly related to any proper index figure and a dearness allowance of Rs. 20 to 30 was asked for in addition to the above rates. For reasons fully explained in Part II, we consider that a scale of Rs. 30—½—35 for Chaprassies, Peons and Daffadars, etc., and a rate of Rs. 35—1—50 for Jemadars would be

appropriate. A scale of Rs. 40—1—50—E.B.—2—60 would be appropriate for Daftries or Record Suppliers.* Some of the allowances asked for (besides dearness allowance) have also been recommended in paragraphs 76 to 93 of Part II.

2. Military Accounts Department

The staff of the Military Accounts Department work in regional offices under Controllers of Military Accounts who are subordinate to the Military Accountant General. The Military Accountant General is administratively under the direct control of the Finance Department. The staff of the Military Accounts Department belong to the following grades:—

	Pre-1931 Scales	Post-1931 Scales
	Rs.	Rs.
Class I Service—		
M.A.G.	2,750	2,000
Command Controllers	2,250	1,600
Superior staff of M.A.D.	1,500—60—1,800	1,300
Class II Service—		
Superior staff	350—50—1,400	250—950
D.A.Cs.	550—30—800	450—15—600
S.A.S.	210—20—410/E.B.—30—500	190—15—310/E.B.—15—400
Assistant Accountants	115—10—225	90—6—150/E. B.—6—180
Stenographers—		
M.A.G.'s Office	150—400	125—300
Elsewhere	115—10—225	100—10—200
Clerks	55—5—115/E. B.—5—170—5—200	50—4—70/E. B.—5—150
Routine Grade Clerks Key Punch Operators	...	30—2—60/E.B.—2—70
Record Clerks	25—1—50	25—1—50
Inferior Servants—		
Record Sorters	20—1—40	20—1—40
Daftries	15—1—35	15—1/2—20—1—30
Jemadars	25—1—30	25—1—30
Peons	14—1/5—16	14—1/5—16

2. The pay of the Class I Service which is recruited through the same examination as the I. A. & A. S. is on a level with the pay scales of that service. The only grievance that has been brought to our notice by the Military Accounts Officers Association is that the pay of a Command Controller is fixed at Rs. 2,250 while the corresponding post of Accountant General carries a time scale of Rs. 2,250—2,750 and enjoys a higher additional pension. They have also expressed a sense of dissatisfaction on the ground that higher and more liberal rates of pay have been given to non-Indians and army officers appointed to the Military Accounts Department during the war when permanent superior service officers on the revised scales had to continue on the scale of Rs. 250 to 950. The Military Accounts

*Note.—Mr. Joshi is of the opinion that the scales that he and Sardar Mangal Singh have suggested for Classes III and IV should apply to the Finance Department and all other departments.

Superior Service Officers Association have also asked for higher pay in view of the all-India character of their service; they laid stress on a special rule of the C. S. R. applicable to them (*i.e.*, Art. 447) under which a person with less than 20 years service is liable to be invalided out of service if he is not found fit for field service by a medical board. Both on the contingent liability for overseas service and the additional risk of premature loss of appointment, not to mention the risk during actual field service, the Military Accounts Officers argued that there was justification for their being allowed a higher rate of pay.

One of the Military Accounts Non-gazetted Staff Associations have asked for the following rates of pay:—

	Rs.
D.A.Cs.M.A.	650—30—800—50—1,000
Accountants	400—25—600
Assistant Accountants	200—20—400
Graduate Clerks	150—10—300
Under-Graduate Clerks	100—5—200—10—250
Record Clerks	50—3—80—4—100
Daftries	40—1—60
Peons	35—1—50

They have claimed that the minimum living wage of Rs. 150 for a graduate clerk is justified on the basis that it bears the same relation to the pay of an officer as the pay of an employee in the clerical Home Civil Services bears to that of a Lieutenant. Though the present scales of pay are generally in keeping with civil accounts office scales, the Military Accounts Department ministerial staff have complained that their rates of pay are less favourable than the rates allowed to Test Audit staff under the Auditor General who in fact are allowed higher pay on account of their peripatetic duties and all-India service liability while in the case of the lower grades of ministerial employees in the Military Accounts Department, the service is generally within the limits of only one Command. A claim for higher pay was also based on a comparison with Secretariat employees and a larger number of posts of Superintendents was asked for to upgrade Assistant Accountants who might reach the top of their grades and not find adequate opening for posting as Accountants.

3. We have been helped by suggestions from the M. A. G. who kindly sent a reply to our questionnaire and also gave evidence before us. On the question of amalgamation of the existing Class II and Class I services, the M. A. G. was definitely against it. As regards pay scales, the M. A. G. stated that the scales proposed by him were devised to be on a par with scales for similar services and no specific additions had been made on account of risks and hardships incidental to service in the Military Accounts Department. He agreed that if a compensatory allowance was granted for the duration of field service and the danger of premature retirement was met by giving an enhanced pension on such retirement or by administratively finding it possible to provide a less arduous post for a person found to be medically unfit for field service, it would meet the special problems of the staff of his department. We commend these suggestions for consideration by Government. A further point which was strongly pressed was that there should be a proper parity in emoluments

between the superior civil services of his department and the scales proposed for Indian Commissioned Officers in future. We are unable to accept this suggestion.

4. In the interest of uniformity, we would suggest that the scales of pay allowed for the Class I and Class II services and for various Class III and Class IV grades of employees in the Military Accounts Department should be the same as we have recommended to employees of corresponding grades in the Indian Audit Department. In regard to Class I posts, the grant of pay to Controllers of Military Accounts on the same scale as for Accountant General will remove a long standing grievance. As far as the lower selection grade is concerned, we think that a scale of Rs. 1,300—60—1,600 will be adequate for the junior administrative posts in the Department and a higher grade of Rs. 1,600—1,800 which we have proposed for certain posts like Controllers of Accounts in the Indian Audit Department will be unnecessary. In view of the responsibility attached to the post and its present grading, the post of Military Accountant General may appropriately carry a pay of Rs. 2,250. Under the existing arrangements, there is this differentiation between the Indian Audit Department and the Military Accounts Department as regards the S. A. S. passed clerk, namely, that in the former he receives an additional increment in the scale which applies to Upper Division Clerks while in the latter the clerk who becomes an Assistant Accountant on passing the examination gets a special scale. It may be worthwhile considering whether it will not be better that the practice should be assimilated to that in the Indian Audit Department. If it is not practicable, we would suggest a scale of Rs. 100—10—250 for Assistant Accountants.

3. Income-tax Department

We next proceed to deal with the departments administered by the Central Board of Revenue. The Board functions in some respects as a Department of the Government of India and in others as a body subordinate to the Government of India. From the point of view of revenue, the Income-tax Department is now the most important. It is organised on the basis of Commissioners' charges corresponding roughly to provincial areas. In the cities of Bombay and Calcutta where the volume and complexity of work is heavy, there are separate additional city charges held by Commissioners. Similarly there are two special Central Commissionerships without territorial jurisdiction to deal with cases requiring special investigation. The Income-tax organisation has grown up enormously in the last two decades and particularly since the introduction of the excess profit tax in 1940-41.

2. Each income-tax charge consists of:—

(i) The Commissioner of Income-tax who is the head of the area organisation.

(ii) Assistant Commissioners some of whom deal with administration and inspection and the rest with appeals.

(iii) Income-tax Officers who are allotted specific assessment units.

(iv) Subordinate executive staff such as Examiners of Accounts, Inspectors, Surveyors, etc.

(v) Office staff including ministerial and inferior staff.

Since 1944, the Department has been undergoing reorganisation. The Income-tax Service was originally administered on a provincial basis

though controlled by the Centre. The Officers belonged to a Class II service and their rates of pay corresponded generally to those of the provincial services. There was ordinarily no liability for transfer outside the provincial area. There was a certain avenue of promotion for Income-tax Officers to become Assistant Commissioners whose appointments were regarded as belonging to a Class I Service. There was also an avenue of promotion for Assistant Commissioners to become Commissioners in the non-reserved posts *i.e.*, posts which were not specially reserved for the I.C.S. or the 'pool'. The reservation for the 'pool' is in effect only a continuance of the reservation which was originally there for the I.C.S. The income-tax service is also one of the constituent services of the 'pool'. In the reorganisation, the bulk of the income-tax service has been transformed into a Class I Service with two grades—I and II according to the importance of the work and the responsibility of the charge. A certain number of posts also continue as a Class II service and they are classified as Income-tax Officers Grade III. The rates of pay of the Class I Service at present correspond with the revised rates of pay in the Imperial Customs Service, with which the equation was made in realisation of the fact that the Income-tax Department was not less important as a revenue service than the Customs Service.

3. We have received from practically every association of Income-tax Officers and even from a large number of Commissioners of Income-tax representations complaining that the continuance of a Class II Service for Income-tax Officers when the work performed by such officers is statutorily of the same character as that performed by Class I Officers is derogatory to their status and responsibility. We accordingly examined the first Member of the Board—Sir John Sheehy—on the question of a merger of the Class I and Class II Services which would virtually mean either a combination of Grades I and II in the senior scale with the present Class II as a junior scale or the retention of the Class I—Grade I as a senior scale with a merger of the Grade II and the Grade III. We were informed that the two grades in the Class I Service were introduced on the suggestion of the Public Service Commission and the arrangement was found convenient because a direct entrant could not, without gaining further training and experience, be posted to any of the senior charges. It would also be impracticable to merge the Class II service as a junior scale in the Class I service since promotion would then virtually become automatic instead of by selection as at present. The difference between the class of work and the quality of work done by the ordinary mofussil officer who is attending to some small shopkeeper's account and an officer in Bombay who is dealing with the highest class of lawyers and accountants in the country illustrates the kind of difference which exists between the nature of the charges held by Grade III and Grade I Officers. The differentiation between Grade I and Grade II was justified on the ground that it would constitute a better differentiation of responsibilities than the substitution of a single scale of pay with special pay attached to the heavier charges. At present the nature of the charges is determined on the basis of a yard stick which takes account of the nature and quantum of work and the kinds of assessment cases involved. On the basis of responsibility, there are roughly three kinds of charges, namely (i) the large circles where there is a volume of company assessments and E.P.T. work which require a very senior officer to handle it; (ii) a moderate sized charge like some of the big cities; and (iii) charges of minor importance. Grade III officers are generally posted

only to the least important charges or are used to assist senior officers. In a sense, it was stated that they are really successors to the old Assistant Income-tax officers though for certain statutory purposes it was found convenient to declare them to be Income-tax Officers. The bulk of the departmental candidates have in the past been recruited from among the Examiners of Accounts, a category which will soon be abolished, since it has been considered desirable to ensure that all accounts are scrutinized by a gazetted officer preparatory to assessment, so as to avoid duplication of work. A certain amount of direct recruitment is also made and it is understood that in future almost 50 per cent. of Grade III and 80 per cent. of Grade II Income-tax Officers will be recruited by competitive examination. The Federation of Income-tax Officers' Association and representatives of certain local branches gave evidence before us. The majority opinion among them was opposed to the retention of the Grade III Income-tax Officers in the present Class II Service. We have carefully considered the question. In view of the detailed explanation vouchsafed to us by the Board and on the general grounds set out in paragraphs 23 to 29 of Part II, we are satisfied that there is no justifiable grievance in allowing the Class II service to continue as at present.*

4. The Federation pressed for two overlapping scales for Income-tax Officers—a junior scale—Rs. 300—800 and a senior scale Rs. 400—1,100. They asked generally for a scale of Rs. 1,200—1,800 for Assistant Commissioners and Rs. 2,000—2,500 for all Commissioners of Income-tax. The distinction now obtaining between junior and senior Commissioners was mentioned as a serious grievance. The Board agreed that there should be a fair parity between the three services, under the Central Board of Revenue *i.e.*, the Income-tax, Customs and Central Excise but regarded the scales asked for by the Income-tax Officers as somewhat on the high side. It was explained by them that junior Commissioners' charges were created just to make jurisdictions more manageable and keep down the cost as much as possible to Government. At the same time the constitution of the junior charges opened out more avenues of promotion for the service. The nature of the work which differs in importance justifies the differentiation in pay, as for instance between the Commissioner of Income-tax, Bombay City, and the Commissioner, C.P. We substantially agree with the view of the Board. The differentiation between senior and junior charges exists in other departments, for instance between the Accountant General, Bombay, and the Comptroller, Sind. We therefore see no justification for placing all Commissioners' charges on the same pay level.

5. The Officers of the Board were of the view that it would not be possible to get officers of the right sort to carry out the work of heads of departments if the pay of Commissioners was brought down below Rs. 2,000 and they strongly opposed the suggestion that the country could afford to do with the second best on the ground that this might eventually give rise to corruption and bribery whatever the form of Government. Comparison with other countries would not help they said, unless it could be shown that the standard of rectitude in the services was equally high notwithstanding the lower scales of pay. Attention was drawn to the

* *Note.*—Mr. Hossain Imam desires to add that Senior officers who have held charge of important stations in the past and those who have held officiating charge of Grade I vacancies should not be relegated to Grade III Posts.

recent development in the U.K. to show that the pay in the administrative grades should be sufficient to secure the best talent. In England salaries for the higher posts in this grade have been appreciably increased since the end of the war *e.g.*, for heads of Departments by £500 (to £3,500) a year; for Deputy Heads of Departments or Directors by £250 (to £2,500) a year. It was pointed out that in the present conditions in India so long as business houses were prepared to take Government servants offering much more lucrative terms and the only restraining influence so far had been the refusal of Government to allow extravagant bonuses to count for exemption from E.P.T., it would be very difficult to retain the best men for heads of Departments on a pay in the region of Rs. 2,000 only. We have given these arguments their full weight. For the reasons fully explained in Part II we consider that the salary of heads of departments should be so fixed that the maximum pay should not normally exceed Rs. 2,000. As regards the scales of pay for gazetted officers we feel that the rates of pay for officers in the Class I and Class II services should be uniform with those we have suggested for the other Departments. The senior Commissioners' charges may carry a scale of Rs. 1,800—100—2,000 and the junior Commissioners' Rs. 1,300—60—1,600. The Class I time scale posts may be on scales identical with the Indian Audit & Accounts Service while the Class II Income-tax Officers (Grade III) may be on Rs. 275—25—500—30—650—E.B.—30—800. The Assistant Commissioners' charges cannot, in our opinion, be equated with the junior administrative charges (which in the Income-tax Department include the Junior Commissioners); but we think that they are more responsible than those of senior scale (Grade I) Income-tax Officers. We accordingly suggest a remuneration for Assistant Commissioners of Rs. 1,000—50—1,400 as in the case of Deputy Postmasters General, provided that the pay will be so fixed as to give an Income-tax Officer promoted as Assistant Commissioner a minimum advantage of Rs. 150. The Director of Inspection under the Central Board of Revenue which is a post definitely more important than that of a Commissioner of Income-tax should ordinarily carry a pay scale not less than that of the senior Commissioner. Deputy Directors and Assistant Directors may be appropriately on the same scale as junior Commissioners, Assistant Commissioners and senior Income-tax Officers according to seniority and responsibility of the officer selected. In regard to the Statistical Branch and the Central Revenue Chemical Service, the gazetted posts may be classified according to responsibility as the case may require into one or the other of the following scales—Rs. 1,600—1,800; Rs. 1,300—1,600; and Rs. 1,000—1,400 and Class I senior scale or Class I junior scale or Class II. For the ministerial and lower grade staff in the offices directly under the Central Board of Revenue such as the office of the Director of Inspection the same scales of pay may appropriately apply as for similar staff in the offices of heads of departments working directly under Government.

6. Regarding the subordinate executive grades, we feel that there should be less disparity than is now the case between the three services under the Central Board of Revenue namely the Income-tax, Customs and Central Excise as well as between the staff of the same department serving in different provinces. Government have quite recently sanctioned a scale of Rs. 100—120—(probation)—130—10—250—E.B.—10—300—12½—350 for the cadre of Inspectors (including Examiners and Surveyors). We suggest a scale of Rs. 125 (probation)—160—10—330 and a selection grade of Rs. 250—15—400—20—500 for them. The senior posts

will be required only in more important offices. A claim was made before us that gazetted status should be conferred on Inspectors and Surveyors. We consulted the official representatives on this point and we agree with them that the grant of gazetted status would be undesirable as it would merely cheapen gazetted rank without giving any return in administrative efficiency.

7. The evidence which has been laid before us reveals the existence of even greater disparity in the ministerial line than in the subordinate executive line of the three departments under the control of the Central Board of Revenue. One of the principal associations which gave evidence before us—the C.B.R. Ministerial Officers' Union, Bombay, emphasised the need for removing the existing anomalies and made suggestions for a proper rationalisation. They have suggested the following scales while for some of these posts the department have under consideration certain uniform scales which were recommended by a special officer appointed to examine the question:—

Category of post	C. B. R. Ministerial Officers' Union, Bombay		Special Officer's recommendations
	City	Mofussil	
	Rs.	Rs.	
Superintendents (including Head Accountants).	300—20—500	200—15—350	Superintendents' or Supervisors Grade I—Head Clerk's pay+Rs. 50.
Deputy Superintendents (including Assistant Superintendents).	250—15—400	150—15—300	Deputy Superintendents or Supervisors Grade II Head Clerk's pay+Rs. 30.
Assistants (including Head Clerks).	250—15—350	100—10—250	Head Clerks :— Rs. 125—10—195—8—275.
Upper Division Clerks to include senior clerks.	100—8—180—10—250+S. P. 50	60—5—100—8—180+25 S. P.	100—5—150—7—185—5—200.
Lower Division Clerks including junior clerks and weigh Clerks.	100—8—180—10—250.	60—5—100—8—180	50—2—80—5—100* (includes typists).
Stenographers (including Comtists).	Substantive Lower Division pay+S. P. Rs. 50.	60—5—100—8—180+S. P. Rs. 25.	125—5—175—10—225.
Typists	100—8—108—10—250+S. P. Rs. 25.	60—5—100—8—180+S. P. Rs. 10.	
Stenotypists . . .	..	..	75—5—100—5—150.

It was ascertained that the Bombay Association had, in proposing the above scales taken 1939 cost of living index as a base with reference to which present index stood at 250 and they had asked for cent per cent increase in the case of lower division and 50 per cent. in the case of higher ministerial servants. They argued that the rates they had suggested were determined on the basis of actual expenditure necessary and incurred to maintain the minimum standard of living. There was no margin for reduction in the standard which far from allowing any possibility of saving drove

the employees into debt. The Departmental representatives on the other hand maintained that though the rates proposed by them were not related to any specific price level they were even in the present circumstances an adequate living wage if a separate dearness allowance was granted in addition.

8. We also received a complaint from one of the associations that although some sort of assurance had been given to them that the pay scales for ministerial servants would be revised, Government had withheld passing orders in the case of the reorganisation of the ministerial establishment although they had implemented it in the case of gazetted officers and subordinate executive establishments. They prayed for interim relief with retrospective effect. The first Member C.B.R. explained that the reorganisation of the Class I Service and subordinate executive services had been completed before the Pay Commission was set up, while the proposal regarding ministerial staff had gone up to Government thereafter. He stated that it was presumably for this reason and as the Commission are expected to deal with the revision of all ministerial scales of pay, that Government had deferred orders pending the report of the Commission.

9. Other points made before us by witnesses of employees' associations were (i) that there should be only one entry grade namely that of lower division clerks; (ii) that there should be sufficient scope for promotion for every lower division clerk to the upper division and therefrom to supervisory scales wherein more posts were necessary; (iii) that there should be no direct recruitment of graduates to the upper division and any weightage that may be given to them even in the lower division should be only in regard to initial pay without a corresponding benefit for purposes of seniority; (iv) that for adequate promotion there should be a ratio of 2 upper division clerks' posts for each lower division post and in fact the employees of the Income-tax Department in the lower division were now employed on work which could be classified as requiring to be done by an upper division clerk; (v) a proportion of the executive grades should also be opened for ministerial staff not as a matter of selection as at present but by right for men of proved efficiency which may be established by means of any competitive test; (vi) that there are at present far too many posts in which persons have been kept on a temporary basis for many years.

10. The Department seemed inclined to prefer uniform scales as they attached greater importance to uniformity within the Department than to correlation between Central Government employees serving in a province and the corresponding categories of provincial employees. They also argued that it would be more rational to have only one basic scale for a class of employees and service in a costly area would more appropriately be compensated by the grant of a local allowance rather than by grant of a separate higher rate of pay. We agree with this view and are opposed to fixation of special new scales for Bombay and Calcutta cities as distinct from the general scales, since the grant of special scales would result in anomalous pensionary benefits and administrative inconvenience in a cadre where there is a liability to transfer.

11. As regards the scales of pay of the subordinate ministerial and interior establishments which will be reclassified as Class III and Class IV service, we consider that uniform rates are desirable as between different Central Government Departments. The rates that we have suggested in the case of the Indian Audit and Military Accounts Departments for Upper

Division clerks (graduates Rs. 80—220) and Lower Division Clerks and typists (Rs. 55—130), Record Clerks (non-matric Rs. 40—60), Notice Servers (Rs. 35—50), Daftries and Jemadars (Rs. 35—50), Peons (Rs. 30—35), etc., should apply to the Income-tax Department. We do not consider it necessary to have a separate grade of Assistants. Stenographers may be on the same grade as Upper Division clerks and a selection grade of Rs. 200—10—250 for the cadre as a whole allowed in offices of Assistant Commissioners and Heads of Departments. A head clerk of an average office may be given a special pay of Rs. 25 over the pay in the clerical grade. But a selection grade on a scale of Rs. 250—15—325 may be provided for some of the more important offices. Superintendents of important sections in a large office such as that of a head of a department may carry Rs. 250—15—400 and there may be a certain number of selection posts on Rs. 400—20—500.

12. The fixation of the number of Upper Division posts and a decision as to the number and character of the supervisory posts which work in each office would justify must rest with Government. We are not able to make any specific recommendations in this regard but recognised that a higher proportion of upper division to lower division clerks may be justified in certain departmental offices. We were, however, assured that under the proposed reorganisation which is under consideration of Government complaints of under-staffing of offices, inadequacy of supervisory posts, employment of lower division men in upper division charges without additional remuneration and delays in confirmation of temporary staff would, to a large extent, be obviated.

13. Many of the witnesses of the ministerial and lower executive grades made a point that the T. A. rules afforded them little if any compensation for journeys on duty within the 5-mile limit of their headquarters. We appreciate that the work in this department as in other revenue earning departments must necessitate frequent journeys and we would like Government to consider whether a more liberal system of conveyance allowance should not be introduced or in the alternative payments for such journeys could not be more freely met from contingent grants.

4. Customs Department

The Customs Department is one of the oldest departments under the administrative control of the Central Board of Revenue. It is concerned with the levy of customs duty at the principal ports, namely, Bombay, Calcutta, Karachi and Madras. The work at the minor ports which was first organised on a provincial basis was later assumed by the Central Government. On grounds of convenience, customs work in relation to these ports is done not by the Collector of Customs of the principal ports but by the Collectorates of Central Excise and Salt. The consequent interrelation of work renders it all the more important that there should be fair parity between the staff of the Customs and Central Excise Departments.

2. At the head of the customs organisation at each major port is the Collector of Customs under whom there are Assistant Collectors. The Customs Department consists of two main branches (i) Preventive, which is occupied with the prevention of smuggling and the inspection of baggage and (ii) Appraising, which is responsible for the valuation of cargo and levy of duty. The office proper includes the Statistical, Audit and other Miscellaneous Branches. Each major port has a laboratory to enable it to deal with the analysis of dutiable commodities.

3. The Gazetted Officers of the Customs Department who control and supervise its work are drawn from the Imperial Customs Service and it being a 'pool' department, a reservation of posts also exists for members of the 'pool'. The rates of pay of the Imperial Customs Service (both old and revised) correspond to those of the Indian Audit & Accounts Service and recruitment is made in the same manner. We have received no representations from the Imperial Customs Service but are aware of the fact that the existing revised scales of pay have been felt to be inadequate particularly in the case of new entrants to the service who have to work in the costlier cities in India carrying a responsible charge. In our view the same basic scales of pay as we have suggested for all other Class I Services should apply to the Imperial Customs as well. Government must determine which of the posts on the cadre of the service should be declared as senior charges. When this is done, the special allowance attached to certain charges like Assistant Collector, Preventive should disappear. The Collectors' pay should be on a scale of Rs. 1,800—2,000, no special grade being necessary for one senior Collector as at present. The post of Director of Inspection which will probably be common to the Customs and Central Excise will in view of its importance carry a pay scale not less than that of a Collector of Customs. This is what we have suggested for the analogous post on the income-tax side. A point to be observed is that the maximum of the time scale of the Imperial Customs Service has always remained slightly higher than that of other services, mainly because there is no intermediate junior administrative grade between the time scale and the post of a Collector. So long as this position continues, we recommend that a person who reaches the maximum of the ordinary time scale, namely, Rs. 1,150 of the Imperial Customs Service, and does not on account of lack of vacancies obtain promotion as Collector should be permitted to draw three more annual increments of Rs. 50 extending the time scale to Rs. 1,300. This corresponds to the advantage we have given to certain Railway services like the Medical Service.

4. We have received representations from the Appraising, Preventive and Ministerial Branches of all the Customs Houses and representatives of these Branches from the two principal ports—Bombay and Calcutta—also gave oral evidence before us. Their evidence disclosed the same lack of uniformity in pay scales and even in designation of categories of posts between different ports as we have observed in regard to the difference that exists between the different revenue departments *inter se*. The Appraising Staff Association represented that Appraisers should be designated a Class II Service and allowed gazetted status. In Bombay where there are Examiners, their request included the absorption of the Examiners into the grade of Appraisers. The rates of pay asked for were:—

	Bombay	*Calcutta*
Principal Appraisers . . .	Rs. 700—35—1,050	Rs. 950—1,250.
Appraisers	Rs. 350—25—475—EB—30—775	Rs. 400—35—540—40—1,100.
Examiners or Junior Appraisers .	Rs. 200—15—350—EB—25—510.	

Gazetted status was claimed on the basis of the importance and responsibility attached to the posts. The representatives of Bombay Appraisers however preferred to retain the right to draw overtime earnings if the admission to gazetted status would withdraw this benefit. The scale of pay claimed was described as not only justified on the basis of a permanent rise

in prices but as also warranted by the necessity to keep an officer like an Appraiser above need and temptation. The Bombay Association had fixed their scales on a stabilisation index figure of 175 while the Calcutta Appraisers had adopted 200 as their basis. The Appraisers claimed dearness allowance in addition to the scales proposed. A complaint was made that although permanent vacancies existed officers were kept on an officiating basis for years together.

In regard to the classification of these posts we see no sufficient reason for changing the present position. Principal Appraisers who will possess gazetted status may be on a scale of Rs. 500—30—650—E.B.—30—770—30—800 in all ports. We propose a uniform scale of Rs. 230—15—275—E.B.—25—500—E.B.—25—625 for Appraisers in all major ports

In regard to Examiners in Bombay we have been informed that they merely do the work which in Calcutta is done by Preventive Officers and as they are not responsible for making any appraisement of value, their work is different from that of Appraisers. We, therefore, consider that a scale of Rs. 125—125 (probn.)—160—10—250—E.B.—10—350 which we recommend for Preventive Officers will be adequate for Examiners also. A selection grade of Rs. 280—15—400 may also be provided.

5. The representatives of the Preventive Service asked for higher rates of pay as below:—

	Bombay	*Calcutta*
Chief Superintendent	Rs. 800	Rs. 250—20—450—30—750—EB—50—1,000 for the entire service with special pay of Rs. 250 for Inspectors and Rs. 400 for Chief Inspectors
Superintendent	Rs. 500—25—675	
Inspectors	Rs. 400—20—500	
Deputy Inspectors (Preventive Officers)	Rs. 250—15—370	
Sub-Inspectors (Assistant Preventive Officers)	Rs. 120—8—200	
Preventive Inspectors	Madras Rs. 350—30—800	
Preventive Officers	Do. Rs. 250—20—550	

There was a general desire that Class II Government servants of the Preventive Service should have gazetted rank. The Bombay representatives explained that the rates of pay proposed by them had been based on the Provincial Police scales as their duties were similar; and in view of the day to day contact between the Preventive Service and the Police, they urged that their pay and status should also be the same. The Calcutta representatives vehemently opposed the continuance of the present vertime arrangements. They complained that they had reached a stage at which they could stand no more overtime. It has always been recognised, they argued, that the basic emoluments of preventive officers were fixed rather low at the time of the previous revisions by taking into account the opportunity for earning overtime. They maintained that they had pitched their pay scales as high as they had done because they wished the overtime system to be discontinued. The Bombay representatives seemed satisfied as regards the earning of overtime and their chief grievance was the continuance of the grade of wharfingers in respect of which the present status and rates of pay were regarded as totally inadequate. Lack of proper

accommodation, absence of adequate house-rent allowance and of conveyance allowance were also grievances voiced before us. Increases in the uniform and rummaging allowances were also demanded. The official witnesses whom we examined (Messrs. Greenfield and Hardaker) agreed that overtime earnings had very likely been taken into account in fixing the pay scales of the Preventive staff. They, however, felt that the complete abolition of overtime would neither be feasible nor desirable in the circumstances in which the Customs Department had to work and they thought the hardships of the Preventive staff of Calcutta were not as serious as they were sought to be made out. They agreed that the earnings in the shape of overtime and rewards were sometimes excessive and it was desirable to do away with the system of rewards which was bad for service morale. They were of the opinion that the rates of pay asked for by the Staff Associations were definitely too high. Mr. Greenfield did not accept the comparison of the work of Preventive Officers with that of the Police but suggested that a parity between the Customs and the Central Excise was a more urgent need. On the suggestion about the abolition of the class of wharfingers he maintained that as work differs from one port to another, and work done in a dockyard port like Bombay is different from that in a river port like Calcutta where all ships have to be manned, it would be hazardous to abolish the present system without further careful enquiry both on grounds of greater cost as well as loss of revenue. Having due regard to these considerations we regard the following rates as suitable for the executive staff:—

Class II Service—

Chief Inspectors	Rs. 500—30—650 with special pay of Rs. 75 for Bombay and Calcutta.
Inspectors Grade I	Rs. 325—25—550.

Class III—

Inspectors Grade II (corresponding to present Preventive Officers)	Rs. 125—125 (Probn.)—160—10—250—EB—10—350.
Inspectors Grade III— . . . . . (corresponding to present Assistant Preventive Officers or Wharfingers).	Rs. 68—4—120—EB—5—170.

It will be observed that we recommend uniform scales for all ports except in the case of the Chief Inspector in whose case it will not be possible to adjust the number of posts to the extent and responsibility of the work. Officers of the Preventive Service will, as at present, be eligible for overtime allowances though we recommend that the hours of overtime working should be reduced to the extent it is administratively possible by employing an adequate number of staff.*

6. The general side of a Custom House has two other categories of gazetted posts, namely the Auditor and Chief Accounts Officer. These posts are open for promotion from lower ranks. Considering that a scale of Rs. 500—30—650/30—710 would be suitable for these posts, they should fall into Class II Service.

*Mr. Anthony considers the scales proposed represent little, if any, improvement on the post-1931 scales. He recommends for Grade I Inspectors a scale of Rs. 400—25—550. For Inspectors Grades II and III he suggests the scales of Rs. 150—10 (Probn.)—160—10—250/E.B.—10—375 and 75—4—175 respectively.

7. The Laboratory has the following type of posts for which we propose the rates indicated below:—

(1) Chemical Examiners Grade I	Rs. 600—40—1,000—1,000—1,050—1,050—1,100—1,100—1,150.
(2) Chemical Examiners Grade II	Rs. 350—850.
(3) Assistant Chemical Examiners	Rs. 275—25—500—30—590.
(4) Chemical Assistants Grade I	Rs. 250—10—300—15—450—25/2—500.
(5) Chemical Assistants Grade II	Rs. 160—10—330.
(6) Laboratory Attendants	Rs. 40—2—60. Rs. 60—3—75.

8. Regarding the ministerial staff of the Custom House which consists of Superintendents, Deputy Superintendents, Upper & Lower Division Clerks, Stenographers, etc., and the lower staff, *i.e.*, comprising Daffadars, Jemadars, Peons, etc., we recommend the same rates of pay as have been suggested for similar staff belonging to Class III and IV Services in departmental offices.

For the Boat and Launch Establishment and outdoor inferior staff we suggest that the rates which we have recommended for Jemadars and Peons respectively may be applied to the semi-skilled and unskilled categories while for skilled workers scales of Rs. 40—2—60, Rs. 60—3/2—75 and 75—3—105 may be found appropriate.

5. Central Excise

The Central Excise, Salt and Opium Branches under the C. B. R. have had several transmutations and they have been considerably expanded during the last half a century. The Salt and Excise Department was originally administered by the Provincial Governments, except in regard to the operations in the Salt Mines of the N.-W. F. P., Punjab, Rajputana and Central India. The latter were under the control of the Northern India Salt Revenue Department which bifurcated about ten years ago when the charge became unmanageable. The customs work in minor ports was added to the task of the Collector of Salt Revenue and after the introduction of provincial autonomy, Salt became differentiated as a purely Central subject. As and when new Central Excise duties were brought on to the Statute Book the work of administering the new Acts was also transferred to the various Collectors of Salt and Excise. Opium continued to remain under a Special Agent till recently when steps were taken to assimilate this post with the Central Excise Department, Allahabad.

2. The latest position is that there are 5 Collectors of Central Excise and Salt with headquarters at Madras, Bombay, Delhi, Allahabad and Calcutta. The head of each regional organisation is the Collector. Till recently there was little uniformity in regard to the conditions of service of the staff and officers working under the Collectorate. The rates of pay in each province followed the provincial scales and regrouping of areas and the formation of new Collectorates brought to the fore the necessity for standardisation of designations. The substantial amount which is now derived as revenue from Central Excises also renders it important that the service should be properly organised and efficiently maintained. We

understand that a special staffing enquiry has been made and the re-organisation proposals are under consideration. The Government representatives who appeared before us have informed us that this re-organisation will remove many of the existing anomalies and bring about greater uniformity and efficiency. A basis of normalisation which has been suggested is the equation between similar posts in the Central Excise and Customs. On the merits of such equalitarian treatment we do not feel competent to comment as we are not fully seized of the nature of the duties and responsibilities of the different categories of posts in the two Departments. Staff associations have vehemently protested before us about the inequality in treatment between staff serving in the three sister branches of the same revenue administration. Ordinarily an upgrading will be justified only if the existing scales are unfair or the upgrading is expected to result in increased efficiency. Some representatives of the Central Excise staff have also drawn comparisons between their conditions of service and those of the provincial excise staff which are stated to be more attractive. This might be so in certain provinces but in some of the other provinces such equation will bring no advantage to the Central Service. The official witnesses were inclined to argue that even for lower executive appointments, uniformity of pay throughout the Department was of great advantage from the point of view of administrative convenience since the limits of the present collectorates extended beyond provincial boundaries and the work done by Central Excise staff differed both in nature and responsibilities from that done by Provincial Excise staff. The proposals made by the official representatives which are stated to be under the consideration of Government are as below:—

Category of post	Scales proposed
	Rs.
Collector	2,000—100—2,500
Dy. Collector . . . . . (By selection from whole field of Asst. Collectors).	As already fixed, *i.e.* 1,000—100—1,500. Delhi should have one.
Asst. Collector . . . . . (By direct recruitment and promotion through P. C. from Superintendent).	250—275 (Probn.)—300—25—600—35—950—50—1,050.
Superintendent (By promotion through P. C. from Inspector 1st Class).	350—15—500—20—600.
Inspector 1st Class (By promotion from 2nd Class).	150—10—200—EB—10—300.
Inspector IInd Class (age limits 19-20) .	100—5—140.

3. We agree that there should be an attempt at rationalisation both in regard to the categorisation of posts as well as in regard to the rates of pay. The present rates of pay granted to executive subordinates, in particular, have been extremely low and are a source of discontent—typical scales being as below:—

	Rs.
Supervisors	30—1—45.
Inspectors	70—140.
Dy. Superintendents	160—250.

Witnesses emphasised that the qualifications required from recruits and the nature and variety of duties performed demanded a considerably higher scale of emoluments.

4. As far as Class I posts are concerned, we think that there should be no differentiation between Central Excise on the one side and Customs on the other. The major charges of Collectors will accordingly carry a scale of Rs. 1,800—100—2,000. If any of the Central Excise Collectors' charges are relatively lighter than others like the charge of Junior Commissioners of Income-tax, we would recommend their relegation to the pay level of the latter *i.e.*, Rs. 1,300—60—1,600 so as to avoid a natural source of discontent. In regard to the pay of Deputy Collectors we feel that it should merely be a senior scale appointment in the Class I scale with the scope to go up to Rs. 1,300 as in the Customs Service. The Assistant Collector will be an officer on the junior scale of Class I. We assume that the number of senior scale posts in the departments will be so fixed as to secure a balanced cadre.

5. In regard to the posts of Superintendent and Deputy Superintendent, Inspectors 1st and 2nd Class etc., we recommend that the scales of pay should fairly correspond to the rates we have recommended for the Preventive Service in the Customs Department. It seems unnecessary to equate the post of Superintendent with that of Chief Inspector; a scale of Rs. 275—25—500—E.B.—30—650 is accordingly recommended as the post will be a gazetted one in the Class II service. Deputy Superintendents so long as the charge is retained, on the basis that they will be promoted from Grade I Inspectors, may get Rs. 260—15—350. For Inspectors Grade I, a scale of Rs. 125—125 (Prob.)—160—10—300 would be adequate. If posts of Deputy Superintendents are abolished some posts on that scale may be retained as a selection grade for Inspector Grade I. For Inspectors Grade II we recommend a scale of Rs. 80—4—120—5—170.

6. As far as the ministerial staff and outdoor establishments are concerned as also in the case of the categories now styled 'inferior' we recommend that there should be no variations from the terms allowed in the case of similar staff in other Central Departments like Customs, Income-tax, etc. Some of the strongest grievances we have heard relate to the employment of a large body of staff on seasonal basis from year to year and the retention of a large number of employees on a temporary basis for a long time without any chance of confirmation. A further complaint was that chances of promotion from the ministerial to the executive line through which alone opportunities of further advancement could be opened were totally inadequate. In regard to the first two complaints we were assured that the present staffing enquiry which is being conducted will remove the cause of the grievances. In regard to the last point, however, the official representatives were of the view that there were at present far too many officers of the ministerial calibre who had gravitated to the executive side and such a feature was not in the best interests of administration. While appreciating the force of the objection, for the time being, we think that in the long term interests of the service, fair opportunities should be provided for the promotion of persons of merit up to the 5th or 10th year of service, say up to the age of 35 on passing a departmental test if necessary.

7. In regard to the technical staff of different grades working in the Salt Sources, the following are the main grades:—

	Rs.
Class I—	
General Manager	1,150—1,400 (Old). / 1,000 (Rev.).
Chief Mining Engineer	1,000—1,400.
Addl. Chief Mining Engineer	800—1,000
Electrical & Mechanical Engineer	700—25—950.
Class II—	
Labour Welfare Officer	400—20—600 } Revised scales.
Asstt. Electrical Engineer	350—500 }

We understand that in view of the Board having undertaken the production of gypsum for the fertiliser scheme and for other reasons, the whole question regarding salt production will shortly come under review by Government and a drastic reorganisation of the technical personnel might take place. In the circumstances we consider it unnecessary to make detailed recommendations; but Government would doubtless be able to fix salaries for permanent posts on the analogy of the scales we have recommended for comparable posts in other departments, and with due regard to the conditions of work in the salt sources. Thus, for subordinate technical staff like Power Station Supervisors, Mechanical Supervisors Electrical Supervisors and Overseers, Construction Overseers, etc., the rates which we have suggested for similar staff in the Railway Department and the C. P. W. D. may furnish a suitable indication. Other skilled and semi-skilled staff like Mistries, Electricians, Engine Drivers, Wiremen, Power House Drivers, Turners, Carpenters, Tinsmiths, etc., may be fitted into one or the other of the workmen's grades which we have suggested *i.e.*, Rs. 35—50; 40—60; 60—75; 75—105; 90—120 according to the degree of skill possessed.

8. The Central Excise Officers Association of the Delhi Collectorate have represented about the hardships to which employees are subject when working at salt sources which are isolated areas with no facilities or amenities of any kind where most of the work has to be carried on out of doors and the heaviest work invariably fal's in the summer months. They complained about the withdrawal of certain concessions in the matter of housing, water, and electricity which they had formerly enjoyed. They also pointed out that the same hardships fell to the lot of personnel engaged on the Tobacco Excise Scheme since the tobacco season also coincided with the hottest months of the year. It was stated that the conditions of touring were most exacting and no facilities existed and that the present travelling allowance rates, particularly the daily allowance, were inadequate for touring officers; and it was suggested that a liberal conveyance allowance should be granted to such officers. These hardships appear to extend to officers, to executive subordinates as well as to lower grade personnel. We brought these hardships to the notice of the Member of the Board in charge of Central Excise. We think that some at least of these complaints represented real difficulties and they deserve sympathetic consideration.

6. Central Revenues—Chemical Service

The Central Board of Revenue maintains a number of Laboratories in the different Customs Houses as well as in the Opium Factory at Ghazipur besides a control laboratory at the headquarters of Government. At the time when the Customs administration was under the Provincial Governments, the latter employed their own chemical analysers for testing samples etc. for purposes of appraisement. When the work was taken over by the Central Government and the tariff became complicated in its application, the Government of India decided to start a laboratory in each Custom House. As there was at first no idea of having a separate service of Chemists the rates fixed for chemists are on a haphazard basis at each port. The Central Control Laboratory came into being on account of the necessity to resolve conflicting decisions taken by different Custom Houses and to co-ordinate the results of the analysis of samples. As reorganisation took place only after 1931, the revised scales of pay were in the background in fixing the pay of all posts with the result that we have received complaints that not only are the scales of pay inadequate for the class of work done but there is great variation between the scales allowed in the C.B.R. laboratories and those prevalent for similar categories of posts with comparable qualifications and responsibilities in other departments.

2. The Chief Chemist of the C.B.R. Control Laboratory who gave evidence before us furnished an array of convincing data in support of his plea that all scientific services should be placed on a uniform basis. He argued that though the Customs Laboratories were not designed to do research work and were concerned more with problems arising from day to day routine analysis of samples, it would be invidious to distinguish between the work of scientists whether working in an institution conducting pure research or dealing with the problems of applied science or employed in teaching as a vocation. He pressed that the Chemical Examiner and the Assistant Chemical Examiner should be placed in Class I and Class II respectively while Chemical Assistants (non-gazetted) should be placed on a level with similar scientific assistants in other Departments and Laboratories

3. As we have already indicated in an earlier chapter, we recommend that the post of Chief Chemist should carry the same scale of pay as the head of a smaller department *i.e.*, Rs. 1,600—100—1,800 while posts of Chemical Examiners in the Class I Service, must be allocated on the basis of the volume and importance of the work, into junior or senior scale charges. Gazetted posts of Assistant Chemical Examiners will be a Class II service on a scale of Rs. 275—25—500—E.B.—30—650. In regard to the non-gazetted posts of Chemical Assistants provided the qualification is not less than a research degree two grades of Rs. 160—10—330 and Rs. 250—10—300—15—450—25/2—500 should be adequate.

For ministerial staff, the scales may be similar to those obtaining in the office of the Director of Inspection which is directly under the Central Board of Revenue. As regards the minor grades such as Laboratory Attenders the scales which we have recommended elsewhere *vis*:— Rs. 40—2—60 and Rs. 60—3/2—75 should suffice.

7. Security Printing Press, Nasik

The Security Printing Press, Nasik, also houses the Currency Note Press and the Central Stamp Store of the Government of India. Up to 1862, Indian postage stamps were printed by the Survey of India from

plates made at the Calcutta Mint but later a London firm obtained a contract for the work which continued until 1924. As a result of investigations made in 1923, the Government of India decided to open a Security Press in Nasik and the Press came into existence by the end of November 1925. The Central Stamp Store was added to the Press in 1928. The Store distributes the products of the Press to over 600 Treasuries spread all over India and Burma and also holds reserve stocks for the purpose. In 1926, the Security Press also took over the printing of currency notes which, since 1861 when currency notes were first issued, had been printed on behalf of India by the Bank of England. The Department of the Press which uses the letterpress method for adhesive postage stamps, post cards and band rolls etc. and lithograph for bank notes, imprest stamps, cash certificates, etc. comprises a number of technical sections besides the regular offices.

2. The Security Printing India Staff Association have represented that as the Press is a unique one of its kind in India, which turns out products comparable to those produced by security concerns in Britain and America, the standards of remuneration of workers should be judged on a special basis. They have complained that the Government salaries are below the market value of these categories and the revised scales are totally inadequate. We have also received representations from various groups of employees of the press. These representatives have suggested that the minimum wage cannot be less than Rs. 60 and pay scales for further higher grades should conform to market conditions. One of the suggestions was that a Trade Board comprised of an equal number of representatives of the workers and employers should determine the question of wage differentials looking to the labour and skill involved in different occupations. Further demands were that piece-work rates should ensure a guarantee of reasonable minimum on the time basis and overtime work should be abolished. A demand has also been made by the Control staff that quarters should be provided rent-free for all workers and on the analogy of working as a commercial concern parity of service benefits has been claimed with railway employees on matters such as Provident Fund, Gratuity, etc.

3. The principal categories of permanent posts in the Press are the following:—

	Rs
Class I—	
Master, Security Printing	2,000—200—3,000 (old)/1,500—100—2,500 (new).
Deputy Master	1,000—50—1,400.
Assistant Master	500—25—600—30—900.
Deputy Controller	800—50—1,450 (old)/650—1,000 (new)
Assistant Controller	360—600.
Class II—	
Head Engraver	700—50—1,000.
Engraver	700—50—900 (old)/550—25—800 (new).
Labour Officer	400—20—600.
Head Engineer & Senior Supervisor	600—25—750.

Class III—

Supervisors	400—40—600 (old). 350—20—590 (Rev.).
Junior Supervisors	200—550 (old). 200—340 (Rev.).
Assistant Supervisors	100—300 (old). 100—180 (Rev.).
Chief Inspector	750—50—1,000 (old). 440—640 (Rev.).
Inspector	200—550 (old). 200—440 (Rev.).
Assistant Inspector	100—300 (old). 100—270 (Rev.).
Chief Warder	175—200.
Head Warder	70—150 (old) ; 60—135 (Rev.).
Warder	41—45.
Timekeeper	75—150 (old) ; 50—125 (Rev.).
Office Superintendent	250—550 (old) ; 160—280 (Rev.).
Head Clerk	170—230 (old) ; 150—200 (Rev.).
Accountant	200—500 (old) ; 200—400 (Rev.).
Storekeepers	300—400 (old) ; 250—400 (Rev.).
Asstt. Storekeepers	100—300 (old) ; 100—230 (Rev.).
Stenographers	150—200 (old) ; 80—165 (Rev.).
Clerks	60—200 (old) ; 40—175 ; 60—120 ; and 40—80 (Rev.).
Havildars	16—21.
Office Peons	15—20.

The majority of the Labour staff are on daily rates of pay, wages being regulated in accordance with a schedule of rates the Master possessing delegated powers to vary the scales within limits.

4. Consistently with what we have adopted as ceiling levels for salaries, the pay of the Master cannot be greater than Rs. 1,600—2,000 which is what we have suggested as the range for the heads of the larger departments. Deputy Masters may then be on the scale of Rs. 1,000—50—1,400 which we have recommended for Deputy Heads of certain departments, such as Dy. P.M.G. In view of the technical qualifications and the training required, we agree that the posts of Assistant Master, Deputy Controller and Asstt. Controller should be treated as Class I posts being classified as senior or junior scale according to responsibility. In regard to the technical posts of Head Engraver and Engravers we note that their present pay scales are higher than the maximum for Class II; but we do not deem it necessary on this ground to recommend any change in the classification. It may however be proper in the case of some of the Class III posts like Supervisors, Chief Inspector and Inspector to place them on scales falling within the range of Class II in which case suitable scales would be for Supervisors Rs. 350—25—500—30—650, for Chief Inspector Rs. 500—30—650—30—710 and for Junior Supervisors

and Inspectors—Rs. 200—15—320—20—500. The pay scales for Accountants and ministerial staff may be fixed on the lines of the scales suggested for the Audit Department while for office staff belonging to categories now designated as 'Inferior' and Warders, etc. a suitable guide may be the scales for similar staff in the Customs Department. In regard to Labour staff, we consider that for semi-skilled, skilled, and extra-skilled workmen, the principles we have suggested elsewhere should regulate their remuneration and the scales indicated for similar categories in the Mint might be found appropriate.

5. A main complaint was that a large proportion of the staff are kept on a temporary basis though many of them have served for more than 10 years. Our general recommendations on this point made elsewhere will govern this matter. As regards daily rated workers, our recommendation has been that as far as possible they should be employed on a monthly rated system and should be given all the privileges available to monthly rated employees. The question of putting unskilled labour on a graded system or time scale has also been considered elsewhere and we have suggested a scale of Rs. 30—35. The representative of the Security Press Union alleged that there was a high incidence of tuberculosis among workers in this Press on account of the conditions of work obtaining there. He could not however give any statistics or medical opinion in support of this allegation which surprised us the more as Nasik is generally regarded as one of the healthiest areas in the Bombay Presidency. We questioned the Labour Commissioner of the Government of India on this point and he too was not aware of any such complaints having been brought to his notice but promised to look into the matter. As the allegation has been made, it deserves to be examined and if it proves well founded appropriate remedies must be adopted.

8. Mints

From the days of the East India Company there were Mints in the three Presidency Towns. After the Madras Mint was closed down, all the work was done in the Bombay and Calcutta Mints. The Head of the Mint is the Mint Master who is a R.E. Officer. The two Mints comprise the following branches:—

(i) Office under an Accountant; (ii) Bullion Department; (iii) Melting Department; (iv) Mechanical Department under a Works Manager; (v) Stores Department; and (vi) Warders Department under the Superintendent of Watch and Ward.

The increase in circulation of coins, both silver and alloy and of small coins, necessitated an expansion of the Calcutta Mint, but this had, however, to be deferred on account of the transfer of a portion of the Mint to Lahore during the war period. The Lahore Mint is now being transferred to Calcutta.

2. The Mint Workers Union, Bombay, contend that the existing standards of remuneration for all grades of workers are inadequate and have made the following demands:—

(a) that Government should first determine the minimum living wage which would satisfy the minimum requirements of an unskilled employee;

(b) that the minimum wages of the employees belonging to other categories should be so fixed as to bear a definite relation to the minimum wage of an unskilled worker dependent upon the nature of work and responsibilities, hours of attendance, skill or special qualifications, risks undertaken, etc.;

(c) that the scales of pay should be on time scales with annual increments;

(d) that all employees should be on a monthly rated basis;

(e) that there should be no racial, communal, national or any other discrimination in the matter of salaries.'

Taking Rs. 60 as the minimum living wage for the unskilled worker in Bombay, the Union suggested the following scales for various grades of Mint Workers:—

	Rs.
Unskilled employees	60—3—75.
Semi-skilled employees . . .	65—4—85.
Semi-skilled Supervisory employees.	90—5—180.
Skilled employees & Ministerial staff	100—5—150—10—300.
Skilled Supervisory & Ministerial staff	325—25—800.

They also asked for free accommodation for all employees or house-rent allowance at 20 per cent. of pay in lieu thereof.

3. The Mint Master, Bombay, has also suggested an upward revision in the scales of pay of all categories of Mint employees on the basis that a substantial part of the rise in the cost of living since the revised scales of pay came into force (which were inadequate even when they were introduced) will now be of a permanent character. He has suggested that any fixation of pay should take note of the fact that with the growth of business and industrial activities in India, Government are no longer the main employing agency but have to compete with private firms and undertakings particularly in regard to technical staff. We indicate below the main categories of staff employed in the Mints, their present scales of pay, the Mint Master's proposals and the scale of pay which we recommend:—

	Present	Mint Master's Proposals*	Commission's recommendation†
	Rs.	Rs.	Rs.
Class I—			
Mint Master	2,000—3,000 (old) R— 1,500—100—2,500	1,750—2,750	1,600—100—2,000
Dy. Mint Master.	1,250—1,750 or 1,000—50—1,500 (old) R— 1,000—50—1,400	1,200—1,700	1,000—50—1,400
Chief Assayer	500—1,200 (old) R— 500—1,000	1,200—1,800	1,000—50—1,400
Class II—			
Deputy Assayer	450—750 (R)	600—700	590—800
Works Manager	600—800	1,000—1,200	600—1,150
Refinery Superintendent (or) Dy. Works Manager.	600—800 R—530—650	1,000—1,200	590—800

	Present	Mint Master's Proposals*	Commission's Recommendations†
	Rs.	Rs.	Rs.
Labour Officer .	R—400—600	500—700	400—25—500—30—680.
Artist Engraver .	R—550—800	800—1,000	650—800
Bullion Registrar	500—710 / R—400—600	700—900	530—710
Class III & IV (Subordinate)—			
Assay Superintendent.	500—650 / R—400—600	600—750	530—680
Assay Asstt. Superintendent	R—250—450 / R—125—350	250—510	200—460
Accountant .	450—550 / R—300—500	700—900	500—710
Dy. Accountant & Dy. Bullion Registrar.	250—350 / 200—300	300—500	200—460
Engineers and Melters.	280—580 / R—220—500	320—650	325—650
Asstt. Engineers & Melters.	150—250 / R—120—250	175—250	160—250
Engraver—I	120—180		150—225
II	80—115		90—5—120
III	50—75		60—3/2—75
Bullion Keeper	550 (old) ; 450 (R)	500—650	450—590
Dy. Bullion Keeper.	200—250 / 150—200	150—345	160—300
Warder	300 (old) ; 250 (R)	400—500	300—400
Head Clerk	130—200 / 110—160 (R=Revised Scales).	150—345	120—220 / 160—300
Clerks . .	50—230 / R—50—160	100—240	55—130 / 80—220 (S G.
Jemadar . .	40—45	70—75	35—50
Havildar . .	35—40	65—70	
Naik . .	30—35	55—60	
Peons . .	26—28	50—52	30—35
Checkers . .	24		30—35
Unskilled Workers.	-/15/- to 1/2/- p.d.		30—35
Semi-skilled .	1/2/- to 3/4/- p.d.		35—50 / 40—60 / 60—105
Skilled . .	1/6/- to 5/- p.d.		40—60 / 60—105 / 90—120 / 120—150

*The proposals of the Mint Master seem to be based on considerations of the market value of the categories and contemplate complete absorption of dearness allowance. They also assume that overtime will be allowed to all non-gazetted staff as at present.

†Mr. Hossain Imam considers that the scales for Chief Assayer and Deputy Chief Assayer should be Rs. 800—1200 and Rs. 500—750 respectively. For labour officers he would recommend the scale of Rs. 300—20—700. In regard to the clerical scales, he is of the view that the scale of Rs. 80—220 should be reserved for graduate clerks only. There should be only one scale of Rs. 160—300 for Head Clerks to which grade clerks who are only matriculates should not ordinarily be promoted.

4. For some of the posts in Class III, it will be seen that the scales of pay recommended fall in the range of Class II *e.g.*, Superintendent in the Assay Department, Accountant, Engineers and Melters. In proposing the scales of pay we have made a reasonable allowance for the overtime and rent concessions which non-gazetted staff will forgo on promotion to Class II carrying gazetted rank. We have also kept in mind as far as possible the scales for technical staff on the Railways. In view of the allowances which will be drawn these pay scales should be found adequate.

5. In regard to ministerial staff, and categories of office staff at present styled 'inferior' we recommend that the Mint should be treated on the same basis as any other departmental office of the Central Government. We are not in a position to appraise the skill required of various categories in the Mints and as in the case of the Railway Workshops and other Government undertakings, we recommend that the pay ranges should, according to the degree of skill required, be as follows:—

	Rs.
Unskilled	30—1/2—35
Unskilled Supervisory	35—1—50
Semi-skilled	35—1—50 40—2—60 60—3/2—75
Skilled	40—2—60 60—3/2—75 75—3—105
Highly Skilled	90—5—120 125—6—185

The last two categories are particularly required in the Mint where we are told that there are grades of highly skilled employees commanding a high market value. These scales are recommended in place of the present system prevailing in the Mints where all the workmen are on daily rates. Both the Mint Master and the Mint Workers Union have stressed the fact that increments in pay of skilled employees are justified by prevailing market rates. On the other hand, it must also be realised that while bringing them on monthly rates, with fixed time scales, daily rated employees will stand to gain considerably not only in regard to pay but also in regard to other service benefits such as leave, holidays, retirement benefits, etc. Since the pay scales which we recommend are supplemented by dearness allowance and other allowances where local conditions justify them, the total emoluments would be quite adequate.

6. *Mint Workers.*—We were informed that all the workers in the Mint are temporary and remain so for their entire service. We wonder why it has been so. The representative of the Mint Workers Union admitted that a system of retiring pension had recently been introduced; but if, as complained these employees do not have the privileges similar to those enjoyed by permanent employees in the matter of leave, paid holidays, etc., the system requires alteration. The demand for one month's privilege leave, one month's sick leave on full pay, two months leave on half pay and 20 days casual leave made on behalf of Mint Morkers however appears excessive. We have dealt with the case of leave terms and retirement benefits to industrial staff and temporary employees in Part II and our suggestions therein will be appropriate to the case of Mint Workers.

C.—TRANSPORT DEPARTMENT

1. Railways

1. In tracing the evolution of the pay structure and pay scales obtaining in the Indian Railways, it is not necessary for our purpose to refer to the state of things that existed prior to 1919-21. Some information relating to the earlier history will be found in Annexures XVIII and XIX to the report of the Islington Commission. At the time of that Commission's visit, only three of the main lines of railway in India were being worked by the State, namely, the North-Western, the Eastern Bengal and the Oudh and Rohilkand; the remainder, although subject to the controlling authority of Government, were administered by their own Boards of Directors and did not accordingly come within the scope of the Commission's enquiry. At the time of the Whitley Commission's Report (1931), it has been stated that seventy-two per cent. of the total route mileage was owned and forty-five per cent. directly managed by the State. Today, all Class I Railways are owned by the State and managed by the State. There have been factors peculiar to each railway, turning on the territories through which it passed, the climatic and other features of particular areas, the variations in the earning capacity of the railway according to the nature and extent of the traffic available and the industrial and intellectual progress of the different areas which the railway traversed.

2. The superior establishment of the Railway Services comprised two main heads, the Engineering Establishment and the Revenue Establishment; the latter consisted of the Management, Traffic, Locomotive, Carriage and Wagon, and Stores Departments. Though the Railway Branch of the Public Works Department of the Government of India had been abolished in 1905, a considerable measure of connection and affinity between the Public Works Department and the Engineering Branch of the Railways continued to subsist even at the time of the Islington Commission's enquiry. The Commission made recommendations calculated to increase the recruitment of Indians in India to the different branches of the Railway Service, though it was thought that for certain Departments suitable recruits could not be had in India in any large number. They prescribed different scales of pay for those recruited in England and for those recruited in India. But, as in the case of the Indian Civil Service, they permitted the continuance of the practice of applying the same terms as to salary, leave, etc., to Indians as well as to Englishmen when recruited in England by the Secretary of State. A time-scale of pay had been adopted for the Engineering Department even before 1912; the graded system was in force in the other Departments. But as the number in each grade was not fixed and officers got regular promotion from grade to grade every two years, the Commission observed that the grading was practically equivalent to an incremental scale. Except in the case of the Engineering Establishment and of the Traffic Department of the Revenue Establishment, the Commission did not find it necessary to recommend any increase of emoluments.

3. When passing orders on the Commission's recommendations, the Government of India came to the conclusion that in view of the change in economic conditions brought about by the first world war and in order to attract and retain suitable recruits, an improvement was necessary in the salaries of the officers not only of the Engineering Establishment but also of the Superior Revenue Establishment. It was also decided that in lieu of

two separate scales of pay for Europe-recruited and India-recruited Engineers recommended by the Commission, there should be one basic scale of pay for all, the Europe-recruited men receiving in addition overseas and technical allowances. In the Traffic, Locomotive and Carriage Sections also, it was decided to introduce one scale of pay for all and to give the Europe-recruited officer overseas allowances in addition and also technical allowances to Locomotive and Carriage Officers recruited in Europe. As regards Stores Officers, it was decided to place them on the revised scale for Enigneers but without overseas and technical allowances. The scales thus decided on and introduced in 1921 (with effect from 30th August 1919) were as under:—

Assistants.—Junior scale Rs. 300—50—900 (with no increments in the 5th and 8th years of service).

District Officers.—Senior scale Rs. 550—50—1,300 (with no increments in the 5th, 8th, 15th, 21st and 23rd years of service).

Deputies.—Varying from Rs. 1,750 to 2,150 for the Engineering and Agency Departments, Rs. 1,750 to 2,000 for Traffic and Mech.

Heads of Stores Department.—Varying from Rs. 1,500 to 2,000.

Chief of other Departments.—Varying from Rs. 2,750 to 3,000 for Engineering. Rs. 2,300 to Rs. 2,500 for Traffic and Mech.

Agents.—Rs. 3,500.

In addition to the above Civil and Mechanical Engineers received a technical pay of Rs. 75 per mensem and Europe-recruited members an overseas pay varying from Rs. 150 to 250.

4. It is unnecessary to refer to the recommendations of the Lee Commission, except to say that at that time there was the usual controversy and difference of opinion as to the expediency or otherwise of having the same scale of pay for Indians and non-Asiatics. But, in the end, the basic pay was retained at the previous level, both for Europeans and for Indians. The technical pay of Civil and Mechanical Engineers was amalgamated with their basic pay as recommended by the Commission. There were one or two other minor changes before 1931 to which it is unnecessary to refer here. The Accounts Department of the Railways had been transferred to the control of the Finance Department in 1911. From 1st April 1929, "Accounts" were separated from "Audit" on the State Railways and a new Service known as "The Indian Railway Accounts Service" was established with the following scales of pay:—

Junior Accounts Officers.—Rs. 300—50—850.

Senior Accounts Officers.—Rs. 800—50—1,350.

Deputy Chief Accounts Officers and Deputy Controller of Railway Accounts.—Rs. 1,500—60—1,800.

Financial Advisers and Chief Accounts Officers.—Rs. 2,200—100—2,500.

Controller of Railway Accounts.—Rs. 3,000 (3,250 for some time).

5. The Railway Services in India seem to be classified as follows:—Class I Services include all superior services recruitment to which in India is effected through the Federal Public Service Commission; Class II Services include Lower Gazetted Service filled by the promotion of deserving subordinates, Assistant Accounts Officers, Assistant Medical Officers and

Superintendents in the office of the Railway Board. As already stated, the proposal to abolish the Lower Gazetted Service is under consideration. The non-gazetted staff on Railways are divided roughly into Subordinates and Inferior servants, the distinction resting on a pay basis. "Administrative" posts include all gazetted posts of a status higher than what are known as senior scale posts. They are divided into junior administrative posts and senior administrative posts. Executive gazetted posts are also divided into Senior Scale posts (such as Divisional-District Officer) and Junior Scale posts. This last expression being reserved for Class I officers, a generic expression "Assistant Officers" is said to be in use to include Class II officers who normally do the same kind of work as the Junior Scale Officer. As regards the Subordinate Services, the Railways seem to have a variety of designations and the Railway Board do not seem to favour any drastic change in this respect. We do not, however, see any difficulty in the way of their using the description Class III instead of the expression "Subordinate Service". Class III may of course be sub-divided in any manner that the Railway Services may require. The Board are agreeable to the abolition of the expression "inferior servants"; the lowest category may, therefore, be described as Class IV.

6. During 1931-33, the scales of pay suffered a reduction in the Railway Department, just as in the other Services. One of the principles then adopted seems to have been that incremental scales should be provided only in the earlier years of service, during which a young officer was becoming more valuable as he gained practical experience. No increments were to be provided in administrative posts; but three grades were provided in the Senior scale, to obviate the objection of several people remaining on the same rate of pay for many years. In the Engineering Service, a higher pay was proposed for the Junior scale up to the 10th year of service because it was thought that Indian youths were at that time less ready to go into the Engineering Services than into the Traffic or Accounts Services.

The following was the revised scale of pay introduced in 1933 with effect from 1931:—

	Junior scale	Senior scale
	Revised scale	Revised scale
Transportation (Traffic), Comml. & Publicity Deptts.	300—25—400 Rs. 450 in 7th year of service. Rs. 500 in 10th year of service.	Grade III . 750 Grade II . 850 Grade I . 950
Indian Railway Accounts Service	Do.	Do.¶
Indian Railway Service of Engineers, Elec. Engineers, Bridge Engineers, Trans. (Power) Mech. & Stores Deptts.	350—25—450 Rs. 500 in the 7th year.	*Do. *Gr. III to include 50% „ II „ 30% & „ I „ 20% of the senior scale posts.
	No officiating promotions are admissible from a lower to a higher grade.	
Medical	†Gr. III—1—5th year 400—25—500 7th year 550 10th year 650 Gr. II— . . 800 Gr. I— . . 1,000 †Gr. III to include 40% „ II „ 30% & „ I „ 30% of Distt. Medical Officers' posts. No officiating promotions from one grade to another.	

	Existing scale	*Proposed scale*
	Rs.	Rs.
Junior Administrative posts .	1,500—60—1,800 1,750—100—2,150 1,950	1,300
Chief Medical & Health Officers	2,000—125—2,500	1,750—1,950
Senior Administrative posts .	2,500—125—2,750 2,750—125—3,000 2,200—100—2,500	2,000 or 2,250
General Managers . .	3,500 (with very often S.P. of Rs. 500).	3,500

7. As regards the scales of pay for non-gazetted staff, the Railway Board observe that there is at present quite a plethora of scales due, no doubt, to varying conditions in various parts of the country and the introduction of *ad hoc* scales to meet special conditions. The 1934 revision of scales for this section of the staff is said to have proceeded on the following principles laid down by the Board:—

(a) Staff to be sub-divided into Upper and Lower Subordinates, Inferior Servants and Workshop and other daily rated staff;

(b) the Upper Subordinates' pay to be reduced by as much as 20 per cent. with an average reduction for all subordinates of between 10 and 15 per cent.;

(c) a Rs. 400 maximum to be adopted instead of the former Rs. 600;

(d) incremental scales to be restricted to the lower categories; and

(e) the number of scales and grades to be reduced.

8. As regards "inferior servants" and "labour" employed by the Railways, some information as to wages paid to them between 1920 and 1931 will be found in the Report of the Royal Commission on Labour in India. The main classes of labour employed may be divided into three groups, (i) labour employed in the engineering department on the maintenance of the permanent way; (ii) labour employed in the transportation and commercial departments including station, running and shed staff; (iii) labour employed in the workshops of the mechanical department. The engineering department gives employment to the largest single class of labour, namely, gangmen who are largely unskilled and consist mainly of hereditary agriculturists. Porters and other unskilled workers who belong to the transportation section seem usually to be recruited by station masters or traffic inspectors. The latter also recruit pointsmen, signalmen, shunting operators and other semi-skilled labour, though the appointment is made by the Divisional District Officer. In workshops, labour is recruited as and when required. The general practice is said to be for candidates to be appointed by works managers on the recommendation of the foremen. Semi-skilled men appear to be recruited by promotion after acquiring some skill and experience in the unskilled ranks and some ultimately develop into skilled workers. Large bodies of this class of workers are concentrated in particular centres. The 1920 revision effected an increase in the scales of 1914 and a further improvement in the pay of the lower paid employees is said to have taken place between 1929 and 1931. This is described by the Railway Board as part of a long term effort to ameliorate the conditions of such staff. In view of this policy, little or no change is said to have been made in the pay of this class of staff in 1934, whereas the average reduction effected in the scales of pay of subordinate staff (as distinguished from the inferior staff) on

the then four State managed Railways, namely, G. I. P., N. W., E. B. and E. I. was 14·3 per cent., 16·7 per cent., 18·3 per cent. and 13·4 per cent. respectively.

9. Referring to the pay of officers, the Railway Board have remarked that the 1933 scales were considered inadequate even at the time they were introduced and were criticised both by the General Managers of the State Railways and by the company managed Railways, particularly by the latter who recruited their officers in the United Kingdom. Speaking of Indian recruits, the Board point out that those joining the Railway service are at a greater disadvantage than those joining the other Central Services, because in the latter young officers in the Junior Scale achieve advancement to the senior scale in a shorter period than in the Railway Services. The Board also desire that steps should be taken to foster the growing *esprit de corps* among young Indian Railway officers by making it possible for them to live in a style suitable to their status and to withstand the temptation offered by more attractive prospects in business and industry. They accordingly recommend that post-war scales should be such as will attract the right stamp of Indians to Railway Service, having regard to (i) the cost of living, (ii) conditions offered by Government in other Services, and (iii) the position of officers, both Europeans and Indians, already in service. They think that it is necessary to revise the junior scale, more particularly in its upper reaches, and introduce an incremental senior scale. They also think that the time has come to abolish the distinction between technical and non-technical services and introduce a uniform junior scale for all Railway Services, except with the possible exception of the Medical Department. They are, however, not prepared to accept the proposition that the scales in all departments of Government should be uniform because the speed of advancement may vary between one service and another and collateral conditions of service may also be different. In the new scales to be proposed, they are in favour of the introduction of an efficiency bar in the junior scale but not in the senior scale. The maximum of the junior scale should be sufficiently high, so as not to entail undue hardship if men remained on it for several years; but they would prefer that the junior and senior scales should overlap.

10. As regards the Subordinate and Inferior Services, the Railway Board seem to have been in correspondence with the General Managers during the first half of 1946 with a view to evolving a simpler and more satisfactory pay structure, making a more liberal use of incremental scales than was done in 1934. During the progress of the work of this Commission, the Railway Board seem to have also been in correspondence with the General Managers in respect of certain proposals to improve and simplify the present systems of mileage and overtime allowances and certain other allowances given to running staff (both Traffic and Loco), absorbing a part of the running allowances in the basic pay. We were informed that replies have been received only from some of the General Managers and replies from the rest are awaited. In April 1946, four points were referred by the Central Government to Mr. Justice Rajadhyaksha for adjudication. They cover topics like hours of work, compulsory periodic rest for certain categories of Railway employees, leave reserve, leave rules and holidays. The matter is still pending before the Adjudicator.

11. Many topics like promotion, confirmation of temporary employees, disciplinary orders, leave, retirement age and retirement benefits are common to the Railway Services and to other sections of the Public

Service. The observations which we have already made on these topics (in Part II) will generally apply to the Railway Services also; but we have made such other additional observations on these topics as the circumstances of the Railway Service required. On several matters, different sections of the Railway Service have more or less common grievances and common interests. Of course, one general grievance is as to the inadequacy of the present scales of pay and the absence of uniformity in them. The new scales of pay we have recommended are calculated to remedy these grievances as far as possible. Another common grievance is that the rules relating to leave should be standardised and that differences between the Railway Service and the other sections of the Public Service and differences between different grades or sections of the Railway Service should be abolished. On this subject also our general recommendations are calculated to meet the complaints of the Railway staff. Some sections of the Railway staff differ from other Services or other sections of the Railway staff in one important respect, namely, that they have necessarily to work during nights and during holidays. We are making recommendations in this Chapter (as in the Chapter relating to Posts and Telegraphs) to meet this special class of cases. Running staff in the Railways and Workshops staff are more exposed to risks of accidents than those engaged in regular office work. The relief which such employees or their family can obtain under the Workmen's Compensation Act may not always be adequate to meet the hardships caused to the employee and to his family by such accidents. Some form of compulsory insurance may be desirable in such cases. The employees naturally desire that the cost of such insurance should be borne by the State.

12. *Gazetted Staff.*—Two grievances were stressed by the employees belonging to the officer grade in the Railways; one related to the inadequacy of their scales of pay as revised in 1931-34 and the other to the undesirability of maintaining the distinction between the superior service and the lower gazetted service. The first grievance will be redressed by the new scales we have suggested; the second question has been dealt with at length in paragraphs 24 to 28 of Part II and we have nothing to add. Closely allied to these two questions is the subject of chances of promotion raised by the officers. It has been complained that there is frequently a long stagnation for many at the end of the junior scale for want of vacancies in the senior scale and the engineering department is said to be particularly affected by this difficulty. Here again, the complaint will be met, to a certain extent, by the longer time scale that we have provided for the junior scale of officers. In dividing the charges between the junior scale and the senior scale, the Railway Administration will, we trust, see that the numbers of the two kinds of charges are so fixed that, without unduly increasing the cost to the State, it will be possible to secure a fairly even flow of promotion from the one scale to the other. It was agreed on all hands that in the matter of promotion from the junior scale to the senior scale the efficiency bar should be strictly enforced and that only persons declared competent to hold superior charges should be promoted to the senior scale. The staff of the Railway Board claimed that they should have more chances of promotion to Class I service in the Railways than are now available to them. We refer to the claim only to bring it to the notice of the administration.

13. As regards the pay of Railway officers, we recommend that the scales we have proposed in paragraph 61 of Part II *supra* for Class I

Service including administrative posts may be adopted. General Managers will draw a fixed pay of Rs. 2,750—the pay we have provided for Members of the Railway Board. We may, in passing, make a reference to the post of Chief Commercial Manager and state that some of the General Managers suggested that it should be placed on the same footing as that of Chief Operating Superintendent. If the Lower Gazetted Service is abolished, there will be no necessity to provide a separate scale for it. If it is not abolished or to the extent to which it may not be abolished, suitable sections of the scale we have suggested for Class II (see paragraph 65 *supra*) may be adopted for the Lower Gazetted Service. But it will not be proper to post any person to duty usually pertaining to the superior service and yet pay him only on the Class II basis.

We are, however, not prepared to recommend any addition to the grade of administrative posts merely for the purpose of creating opportunities for promotion. A passing suggestion was made by some officers that the Services in different Railways may be pooled so as to facilitate promotion for officers. The General Managers and the Chief Commissioner considered this suggestion impracticable. In respect of nearly all important offices, a certain degree of local knowledge and acquaintance with local conditions will be necessary. Where such knowledge is not necessary, as for instance, in the accounts services, we understand that transfers from one railway to another do take place even now.

To promote good understanding between the staff and the officers of the Railway Board, it was suggested that officers of the Railway Board, when on tour, should make it a point to meet representatives of officers' associations and learn their grievances, if any. The suggestion merits consideration. There is an obvious difference between ways of dealing with large numbers of the subordinate staff and of dealing with the comparatively small number of the superior staff. There can be little difficulty in two sets of officers meeting on terms more or less of equality. If such contact is maintained, it will be scarcely necessary to create any special machinery for conciliation so far as the higher grades of the staff are concerned.

14. *The Scientific Services.*—The Chemists and Metallurgists explained to the Commission at some length the importance and volume of their work and claimed that their services should be better remunerated. They also drew our attention to the fact that their prospects were very limited and complained that they were never promoted to the higher administrative posts in the Railway Service. We appreciate the importance of their work; but we think that the right course would be to treat them in the manner which we have recommended for the other scientific services of the State. The grievance about absence of prospects and their exclusion from administrative posts is nothing peculiar to the scientific services connected with the Railways. While this hardship might justify the provision of a liberal scale of remuneration for them it would be neither in the interest of the scientists nor in the public interest that they should be transferred to administrative posts even on promotion. Their training is of a specialist nature and cannot be regarded as preparing them for the duties of an administrative post, while if they are so transferred, the public service will lose the benefit of their specialised knowledge in their own department. In the circumstances, we consider that the post

of Chemist and Metallurgist may be in the scale of Rs. 600—40—1,000—1,000—1,050—1,050—1,100—1,100—50—1,300. Where there is an additional post of Assistant Chemist or Metallurgist on any Railway, it may be on the Class II scale, but the initial pay may be Rs. 300. In regard to the lower scientific staff such as Laboratory Assistants, we suggest two grades—Grade II Rs. 160—10—330 and Grade I Rs. 250—10—300—15—450—25/2—500, on the understanding that persons with research qualifications are to be recruited. The ministerial and subsidiary staff working in the Railway laboratories will be dealt with on the same lines as similar staff in other Government laboratories.

It was claimed that the Chief Chemist should be given the status of a deputy head of a department. This is largely a matter of dignity and sentiment and we sympathise with it; unless there are any special difficulties in acceding to the claim, we would recommend it for favourable consideration by the authorities. Some resentment was expressed at the introduction of outsiders by way of direct recruitment when vacancies arose for higher posts in the service. If this were done without due regard to the claims of those already in the service, the grievance would be legitimate; but we cannot sympathise with it if those in service merely wish to keep out superior merit. Objection may of course be taken to the methods by which outsiders are recruited. But if those already in the service are given equal chances to compete with such outsiders when any question of direct recruitment for higher posts arises, we see no justification for the resentment. It will be only fair in such circumstances to relax age restrictions, if any, in favour of those already in service.

15. Dr. Malhotra (of the B., B. & C. I.) complained of the rule which prevented him and those placed like him from retaining any fees for work done by them for private persons. The question how far public servants should be allowed to do outside work is one of general policy and it is ordinarily right to prohibit public servants from doing such work. The position of men with technical or professional qualifications, however, justifies an exception both in the public interest and in the interests of their own improvement. The rules relating to such servants generally permit them to do outside work with the permission of the head of the department; but there is a provision that one-third of the fees obtained by them for such service should be paid over to Government. We would recommend a reconsideration of this provision. A person whose service is likely to be sought under such circumstances must ordinarily be a man of special merit and it is nothing strange that he resents such a restrictive provision. After all, the one-third contribution is hardly likely to bring in much of revenue to Government. The interests of the public service seem to be sufficiently safeguarded by the provision that a person in service can undertake such outside work only with the permission of his superior officer or head of the department. It was suggested that the one-third contribution was some kind of return for the use of the facilities afforded by the public laboratory. It seems to us that an officer of such standing should be trusted to see that he makes no improper use of public time or public facilities.

16. *Railway Medical Service.*—The Railway Medical Service consists of a Chief Medical Officer for each Railway as administrative head, District Medical Officers for each division of the line and a number of Assistant Medical Officers, Assistant Surgeons and Sub-Assistant Surgeons working under them. Besides attending to Railway employees and their families,

the Railway medical staff are also required to give assistance to passengers. We have received representations from the Midwives and Nurses attached to the medical service of the Railways. We have no special remarks to offer on these representations. The medical staff of the State Railway collieries have also a further complaint to make, based on the special circumstances of the locality in which and the conditions under which they have to serve. It does not seem to us possible to recommend any difference in their basic pay from that of other corresponding employees in the Railway Medical Services; but the administration may consider whether some special allowances should not be granted to them to compensate them for the difficult conditions in which they have to serve.

The officers of the Department complained that the possibility of their adding to their income by earnings from private practice* had been taken into account so as to fix a lower pay for them but that, in fact, the chances of their making an income from private practice were very little. This is perhaps to a certain extent well-founded. We have tried to give them a reasonably decent pay scale; but we are unable to agree to the suggestion that the District Medical Officers in the Railway Service should be equated to Civil Surgeons of the I.M.S. cadre. Whether it will be possible to have a number of posts of Deputy Chief Medical Officers to provide opportunities for promotion for District Medical Officers is a matter that must be determined in accordance with the needs of the Department.

The Assistant Surgeons desire to be equated to the Civil Surgeons of the Provincial Medical Services and ask for gazetted rank. The question of gazetted rank is a matter that we prefer to leave to the administration. The Assistant Surgeons are, no doubt, men of University qualifications and it is true that the higher offices open to them are limited in number; but that is a feature of the service which cannot be altered for their sake. The case of the Sub-Assistant Surgeons has caused us more concern. Their qualifications are little inferior in recent times to those of Assistant Surgeons; but the disparity in pay between the two grades is very marked. This will be reduced if they are classed as Assistant Surgeons, Grade II, and the pay scales we suggest are adopted. The following scales will be appropriate to the different grades of the Railway Medical Department:—

Chief Medical Officer.—Same scale as for Heads of Departments.

District Medical Officer.—Rs. 600—40—1,000—1,000—1,050—1,050—1,100—1,100—50—1,300.

Assistant Medical Officer.—Rs. 300—25—500—E.B.—30—650—E.B.—30—800.

Assistant Surgeons.—Grade II, Rs. 100—8—140—10—170—E.B.—10—230.

Grade I, Rs. 260—15—440—20—500.

Matrons.—Grade I, Rs. 320—20—400. Grade II, Rs. 200—10—300, according to the importance of the Hospital.

Sister-in-Charge.—Rs. 200—10—300.

Nurses.—Grade II, Rs. 100—5—125—6—185.†

Grade I, Rs. 150—7—185—8—225.

Compounders and Dispensers.—Grade II, Rs. 40—1—50—2—60.

Grade I, Rs. 55—3—85—4—105.

Laboratory Attendants and Dressers, Grade I.—Rs. 35—1—50.

Dressers, Grade II and Ward Boys.—Rs. 30—½—35.

*Mr. Joshi would like to stop the medical staff being permitted private practice

†Mr. Anthony suggests and the Commission agree that direct recruitment to grades I and II must depend on distinctly different qualifications.

17. *Railway Rates Advisory Committee.*—The staff of the Railway Rates Advisory Committee rightly complained that the whole establishment of that office was in a very anomalous position, the office having been kept temporary for nearly 25 years now. The status of the office itself is a matter on which it is not for us to make any recommendation. We can only say that so long as the office continues to exist, our observations relating to comparable staff in other departments of the Railway Service will be held to govern the staff of this office. The staff are in fairness entitled to all the rights and privileges of the staff of any permanent department.

18. *Clerical service.*—The members of the clerical services in the various Railway complained of the inadequacy of their scales of pay, of the lack of uniformity as between different systems and as between different departments and of the multiplicity of scales of pay. The Railway administration agreed with the representatives of the employees that on the whole it was desirable to have uniform scales of pay for all Railways. The scales that we have proposed for the Class III Services are calculated to meet the grievance of the clerical services as far as possible. The first scale we have suggested in paragraph 66 of Part II *supra*, *viz.*, Rs. 55—3—85—E.B. 4—125—5—130 will be the scale for the generality of clerks. Where clerks are not required to be even matriculates, *e.g.*, tally clerks, appropriate scales from class IV may be adopted. Where the minimum qualification required is a university degree, the scale of Rs. 80—5—120—E.B.—8—200—10/2—220 will be appropriate. The stenographers asked for a pay scale similar to that prevailing in the Secretariat. They further claimed that those of them who were attached to higher officers should be allowed a special pay. They claimed that they should have opportunities for promotion to posts of Inspectors, Superintendents, etc. We suggest the following three grades for stenographers:—

Grade III—Rs. 80—5—120—E.B.—8—200—10/2—220.
Grade II—Rs. 200—10—300, and
Grade I—Rs. 260—15—350.

The Typists on the East Indian Railway and the O. T. Railway complained that their scale of pay was even lower than that of typists on other Railways and that instead of being treated better than clerks they were worse off than clerks because they have not even the chances of promotion open to clerks. The scales of pay applicable to clerks will also apply to typists. Line commercial clerks on the North-Western Railway and the East Indian Railway have a long list of grievances and they asked to be treated like office staff. Booking clerks insist upon the multitude of duties they have to discharge, upon their responsibility for cash and upon the absence of fair chances of promotion for them. The generality of commercial clerks may be given the scale of Rs. 60—4—120—5—150.

19. *Accounts Department.*—So far as the posts borne on the cadre of class I (including the administrative posts) are concerned, the scales we have provided in paragraph 61 of Part II *supra* for class I officers will apply. Similarly, Assistant Accounts Officers will have the class II scale. The staff of the Railway Accounts Offices and of the Railway Clearing Accounts Office complained of the difference between the pay of sub-heads and accountants in those offices and the pay of the personnel in the Secretariat. In any event, they claimed that the pay of the

accountants should not be lower than that of accountants in civil audit offices and the statutory audit offices attached to Railways. For the general clerical staff in the Railway Accounts Offices, the scales we have suggested for clerks in other similar offices with similar qualifications may be adopted. In regard to the posts of Accountants, it is desirable that there should be uniformity of scales and classification as between all Accounts Departments. The Railways have two grades, presumably because certain charges are considered less onerous. On this basis, the two grades may be continued on the following scales:—

Junior Grade.—Rs. 200—15—350.

Senior Grade.—Rs. 350—15—380—20—500.

As regards sub-heads, we think a general scale of Rs. 150—7—185—8—225 will be appropriate. Inspectors of Station and Stores Accounts had their own grievances, particularly those on the South Indian Railway. We think they must be on the same scales as Accountants. Stock-verifiers and cashiers also joined in the complaint of inadequacy of pay. Stock-verifiers may be placed on two grades of Rs. 100—5—125—6—185 and 150—7—185—8—225. Both sub-heads and Stock-verifiers may be given a selection grade of Rs. 200—10—300. As regards the staff of the Cash Department, we make no specific recommendation in view of the diversity of practices obtaining in different Railways. Their scales of pay may be fixed in one or other of the scales we have suggested for classes III and IV, due regard being had to their special responsibility.

20. *Station Masters and Assistant Station Masters.*—Besides the question of scale of pay, Station Masters and Assistant Station Masters raised the following points: absence of assistance in stations where the Station Master is almost the sole man in charge, continuous night duty and absence of sufficient rest or holidays, and obstructions in the line of promotion open to them. On the question of pay, they sought to impress upon us the heavy responsibility of their duty as it affected the safety of trains and of passengers and the strain of almost continuous work sometimes for 12 hours and sometimes even for 24 hours. They insisted that these matters should be taken into account in fixing their pay. Station Masters in bigger stations have perhaps less to complain of than the Station Masters in small way-side stations. It must often happen that there are way-side stations where the traffic receipts of the station taken by itself may not be very substantial but all the same a station is required to facilitate the passing of trains; and a Station Master in charge of such a station carries as much responsibility for the safety of the trains as any other Station Master. We have been told that in some stations the Station Master has little or no assistance by way of additional staff and has himself to do duty as signaller, booking and parcels clerk, etc. We agree that these are matters to be taken note of in fixing the pay of persons on duty in such stations even though from the point of view of traffic income such stations may be of minor importance. We understand that the stations on each Railway system are roughly graded in the order of their importance and care is taken as far as possible to post to each category of stations, Station Masters or Assistant Station Masters on such scales of pay as will be commensurate with the grade of the station. But the considerations we have referred to above may sometimes justify a Station Master even in a small station being paid better than the grading of the station would seem to deserve. We would recommend to the administration that this aspect of the matter should not be lost sight of. A point was made that it might sometimes happen

that a person designated as Assistant Station Master but attached to an important station may be drawing more pay than a person designated as Station Master but posted to a small station. We do not see much ground for complaint in this. The designation is not by itself of any great significance; it is the quality of the work and the exact relation that the person occupies in relation to the station, that must count. There was a further complaint that the salaries of Station Masters in charge of small stations are lower even than those of clerks and it was said that this is scarcely consistent with their responsibility as Station Masters. Comparisons of this kind may not be very helpful. There are clerks and clerks, clerks whose duties may be of a very simple and routine character and clerks whose duties may be of a very important character. In the scales we have suggested, we have tried to keep in view the nature of the duties and responsibilities of the Station Master even when he is in charge of a comparatively small station. For the lowest grade of Assistant Station Master or Station Master, the scale should be Rs. 60—4—120—5—170, starting on a minimum of Rs. 64. For higher grades, the other scales given for class III may be adopted with due regard to the importance of the station and the responsibility of the charge.

21. Regarding hours of duty, we understand that this is one of the matters that form the subject of enquiry before the adjudicator. We would only observe that so far as the bearing of such duty on the health of station masters is concerned, their position cannot be compared with that of an engine driver who has got to be on the alert all the time that he is on duty. The Station Master may no doubt be frequently disturbed when he is on night duty, but it cannot be said that there is the same continuous strain on him. In stations where there may be several assistants, we assume that every endeavour is made to avoid posting the same person for duty every night. Something in the nature of a shift system may be possible and convenient. Even in small stations where there may be only one assistant, we are informed that some interchange of duties between the Station Master and the Assistant Station Master is adopted so as to avoid continuous night duty*.

The deprivation of holidays is a feature common to a variety of employees, the nature of whose work does not permit of its absolute cessation on any day. Here again, where there is a large staff, it may be possible to arrange for some of them being on duty on holidays by a kind of rotation arrangement so as not to interfere with the continued performance of the minimum of work necessary to be done even on holidays. But in places where there is no large staff who can work by rotation, it may not be practicable to send relief merely for duty on holidays. But as it will not be fair to deny holidays to the officers concerned, we think that in such cases they may be compensated in the form of a number of extra days being added to their earned leave every year. A complaint was made that in out-of-the-way stations the staff is put to some difficulty for want of relief even in the event of sickness. The Chief Commissioner has assured us that everything possible is being done to meet such cases and that, if necessary, he would issue further instructions to ensure that no hardship of this kind is suffered.

*Mr. Anthony desires to record that at present assistant station masters work continuously, month in month out on night duty and should be relieved of night duty after a certain period. If the fact be as stated by Mr. Anthony, the Commission concur in his suggestion that persons placed continuously on night duty should be relieved of night duty after a certain period.

22. As regards channels of promotion, the grievance was two-fold. One complaint was that many in the lower grades were blocked by the absence of a sufficient number of vacancies in the higher grades; the other complaint was that instead of successive higher grades of Station Masters' posts being made available for Assistant Station Masters and Station Masters in the lower grades, members of other sections of the Railway staff were directly brought into the higher grades. So far as the first complaint is concerned, the better time-scales that we are suggesting will to a certain extent redress the grievance. We are not prepared to recommend the creation of high paid posts beyond the reasonable requirements of traffic; but we think that it would be fair if the number of posts in the intermediate grades is fixed reasonably large so as not to block far too many in the lowest grade. We do not see much force in the complaint against the promotion of persons from other sections of the traffic side, particularly from amongst the guards. We understand that a Station Master's job involves knowledge of a varied kind and before a person is appointed a Station Master he has to undergo tests to prove his fitness to undertake such variety of duties. If persons like guards, who are engaged in the discharge of certain duties of an allied kind, are also able to qualify themselves, we do not see any justification for the exclusive claim of those who have entered as signallers or Assistant Station Masters.

23. A claim was made that posts of Controllers should be included in the line of promotion open to Station Masters. We are not aware of any rule banning their promotion to such posts; but whether they are fit to be so promoted or not is a matter that must be left to the administration to decide. Another complaint related to the necessity of Station Masters having to undergo tests of fitness at periodic intervals. The General Managers and the Chief Commissioner explained that such tests were necessary, both in the public interest and also in the interests of the administration, because their physical fitness was of great importance to ensure the due discharge of their duty and they had to keep themselves up to date in their knowledge of the traffic rules, with all the changes made therein from time to time. The Railway rules contemplate the possibility of their being found unfit as a result of such tests and they lay down that they should be provided other employments in such circumstances. Here again, we were assured by the heads of the administration that care is taken as far as possible to protect the interests of persons so found unfit, though in the very nature of things it would not be possible to keep them in as good jobs as they would have occupied if they had not been declared unfit.

24. Assistant Station Masters in charge of cabins complained that their work involved very heavy physical and mental strain. There is perhaps some basis for this complaint and we would recommend to the administration that people should not be retained in such duties for many years at a stretch. On the G. I. P. we were told that there were a special category of cabin men who really did duties in the nature of those pertaining to an assistant station master. They seem to be matriculates and they asked that they should have reasonable prospects of promotion, particularly to posts of assistant cabin supervisors and supervisors, which are at present said to be filled from the ranks of Assistant Station Masters. We were, however, given to understand that even now there is no bar to their becoming guards or Station Masters if they pass the prescribed tests. They particularly asked that they

should be designated as Assistant Station Masters. If such a designation would not create any confusion or misapprehension as to the nature of their duties, the railway administration may favourably consider the request.

Like other sections of the Railway staff, Station Masters and Assistant Station Masters also joined in the complaint that for want of adequate leave reserve, they are not able to obtain relief and are not relieved when they require relief. As we have more than once referred to this topic, we trust that this question of leave reserve will be duly considered by the administration. While it may be true to say that the exigencies of service may sometimes make it difficult to relieve a man immediately he asks for it, it is only right to recognise that every effort should be made to make it possible for a person entitled to leave to avail himself of it at the time he requires leave.

A general complaint has been made by every section of the Railway staff that members of the Anglo-Indian community enjoy a measure of preference and advantage which places other communities at a great disadvantage. This is not a matter that we have been called upon to deal with; but we may add that the General Managers and the Chief Commissioner have assured us that there is very little of such discrimination now-a-days.

25. *Signallers on the Railways.*—The signallers complained that though they are matriculates and possess the same minimum qualifications as clerks, they are sometimes paid even lower than clerks. A claim has also been made on behalf of the signallers that they should be placed on the same footing as telegraphists in the Government Telegraph Service. We were, however, informed by the General Managers that neither in respect of their qualifications nor in respect of their efficiency can the signallers of the Railways stand comparison with the telegraphists in Government Telegraph Offices. We were also told that their work is not so heavy nor so difficult as that of Government telegraphists. In many Railways, we understand, those who enter service as signallers are in due course offered opportunities of becoming Station Masters. Some difference was said to exist between some Railways and the rest in the matter of affording facilities to signallers to become wireless operators. We are in full accord with the claim that as far as possible there should be uniformity of practice as between all Railways in such matters. We are not prepared to go so far as to suggest a reservation of posts in the cadre of wireless operatives; but we would commend the claim of the signallers that as far as possible they should be helped and encouraged to join the cadre of wireless operators. A claim for what is known in the regular Traffic Service as pie money was made on behalf of the Railway signallers. We understand that even in the Government Telegraph Department, the system obtains only in a few stations. Having regard to the nature of signalling work in Railways, we see no justification for extending this practice to them. The general scale for signallers should be the same as for commercial clerks (Rs. 60—4—120—5—150). Higher grades in the line may according to importance and responsibility carry rates of pay similar to those of higher grades of Station Masters.

26. The Ticket examining staff have joined in the complaint of inadequacy of pay and disparity as between different railways. The Special Ticket Examiners have a further complaint that their old travelling allowance has now been converted into a consolidated allowance and they claim that they should be treated as running staff and given running allowance. We cannot countenance this claim. Even as regards the "running staff"

proper, the system of paying a large "running allowance" is, in our opinion, not desirable and the Railway Board contemplate the retention of running allowance only to the extent that is required to operate as a kind of control over, or inducement to, drivers, etc., for the proper discharge of their duty. No such consideration exists in the case of the ticket examining staff. There is some justification for the claim that while they are away on duty they have to incur extra expenditure while their family has to remain at home. But this by itself would not justify the claim for mileage allowance. They have also asked for reasonable opportunities of promotion and they particularly mention the jobs of assistant commercial and personnel officers in this connection. We are not in a position to say whether these examiners possess the qualifications required for the jobs that they have referred to. We have, however, no doubt that in the spirit of our recommendations on this question of promotion, the Railway administrations will give them every reasonable facility and opportunity. The same observations apply to the claims made generally on behalf of the ticket collecting staff. We suggest that the following two scales may be adopted for this category:—(i) Rs. 55—3—85—E.B.—4—125—5—130, and (ii) Rs. 100—5—125—6—155—E.B.—6—185. A few selection posts may be placed on points between Rs. 200—10—300. The allowance given to Ticket Examiners may be revised in the light of the changes necessary in travelling allowance rates to bring them into line with present day price levels.

27. *Train Examiners.*—Latterly, this category of workers in the N. W. Railway seem to have been recruited from engineering graduates or diploma holders, but after entering service they did not find their prospects satisfactory. As usual, there is the prayer for reservation of a fixed percentage of higher posts for their promotion especially as Carriage Inspectors and Assistant Mechanical Engineers. We feel that they have some ground for complaint, though the particular reason alleged by them as explaining their plight was not accepted by the General Manager. The complaint related to the lack of promotion of qualified candidates recruited to the carriage and wagon side on the North-Western Railway. We drew the attention of the General Manager to this complaint and he has promised to look into it. There will be no justification for putting them at a disadvantage as compared with other diploma holders of the same category but working in a different section. On the East Indian Railway, a grade of officers known as assistant train examiners complained that they should be put on the same footing as examiners, because there was no difference in duty between them and the examiners and there was no such distinction obtaining in other railways. This last statement does not appear to be correct. We, however, agree that the scales of this category require improvement. Having regard to the variety of their duties; we think it will be convenient to have a number of scales into which they can be fitted according to the quality and responsibility of the work entrusted to them. It is immaterial whether some of them are called Assistant Train Examiners or not. This designation seems to be applied in some Railways to those who rise from the ranks of labour. The scales we recommend are:—

(i) Rs. 55—130 (55—3—85—E.B.—4—125—5—130).
(ii) Rs. 80—160 (80—5—120—E.B.—8—160).
(iii) Rs. 150—225 (150—7—185—8—225).
(iv) Rs. 200—300 (200—10—300).
(v) Rs. 320—400 (320—20—400).

The last two scales are primarily meant for Head Train Examiners.

28. *Engineering subordinates.*—The permanent-way inspectors on the G. I. P. Railway stated that they have multifarious and responsible duties, that they have large cash disbursements to make that they must, therefore, have at least two assistants for out-door work and that they must be provided with motor trolly and paid suitable allowance. While not denying the importance of their work, we cannot help feeling that the above statement is somewhat of an exaggeration. Whether they require additional assistants or not is a matter for the administration to determine. The Chief Commissioner was emphatic that the permanent-way inspector should not have a motor trolly because a slower movement was necessary to enable him to inspect the line properly and carefully. As regards the allowance, we think that they are paid their salary for the very kind of duty that they are asked to do and it is difficult to see any justification for a claim for an allowance for doing that very duty. We are informed that if they stay out of their headquarters for the night, they are entitled to travelling allowance. The question of promotion must be governed by our general observations on the subject. The Inspectors on the North-Western Railway complained of their having to travel inter-class. In our opinion, the whole question of travelling allowance and the classes by which varoius grades of officers are entitled to travel deserves to be reconsidered. There is a further complaint that few are able to reach the maximum of the present grade. It will depend upon the age at which and the steps by which they get into the grade. Certain officers who described themselves as engineering graduates appointed I. O. W./B. E. in the Bengal-Assam Railway complained that in spite of their having been there for many years, they had not even been confirmed and that they were worse off than permanent-way inspectors, whose academic qualifications were much lower. As neither these officers nor any representative of the B. & A. Railway appeared before us, we have not been able to pursue this matter. We, however, think it proper to draw the attention of the administration to this complaint so that it may be examined and if well-founded it may be remedied. The representatives of the permanent-way inspectors claimed that they were on a par with sub-divisional officers on the civil side. We do not think this claim is justified. In the past, there appears to have been no higher minimum qualification for entry to the grade of Permanent Way Inspectors than, matriculation and apprentices to this grade were taken and trained for four years by the railway, after which they were posted as assistant permanent-way inspectors and later promoted as permanent-way inspectors. The assistant permanent-way inspectors complained that their pay was not commensurate with their responsibilities. There is a certain percentage of people who come to this grade by promotion from subordinate grades after passing a qualifying examination. As usual, they asked either for a large quota for promotion or for pohibition of direct recruitment so long as qualified men could be had from the ranks. Beyond recommending that they should be given every facility which they fairly deserve in the matter of promotion, we cannot accept any of these claims categorically. As regards the complaint that the higher grade posts are very limited in number and that many people have, therefore, to stagnate for many years, we shall only repeat our general recommendation that as far as possible the number of posts in different grades should be so arranged as to allow for fair opportunities of promotion to those in the lower grades.

The Engineering Supervisors on the M. & S. M. Railway claimed that they should be placed on the same footing as corresponding officers in the P. W. D. We have no materials before us from which we can know what

the qualifications of these officers are as compared with the officers of the P. W. D. with whom they wish to be equated. Their claim for an incremental system is practically conceded by us. They further claim that 50 per cent. of their carde should be promoted to officers' cadre and given gazetted status. Beyond the general remarks that we have so frequently made about promotion, we do not feel called upon to say anything more about this particular claim. The scales we recommend are:—

Rs. 150—7—185—8—225 for Assistant Permanent Way Inspectors, and

Rs. 200—10—300, Rs. 260—15—350, Rs. 320—20—400 and Rs. 300—20—500 for Permanent Way Inspectors.

The same scales will apply to Inspectors' of Works, Inter-locking and Signal Inspectors, Bridge Inspectors and other corresponding categories.

In regard to the drawing office staff of the Engineering Department on Railways, the following scales will be appropriate:—

Draftsmen, Head Draftsmen, Chief Draftsmen, etc., according to importance of the category.	(i) Rs. 100—5—125—6—155/E. B. —6—185 (ii) Rs. 150—7—185—8—225 (iii) Rs. 260—15—350 (iv) Rs. 300—20—500
Assistant Draftsmen and Tracers	(i) Rs. 60—4—120/E.B.—5—150 (ii) Rs. 100—5—125—6—155/E.B. —6—185

Sanitary Staff.—For the sanitary staff which are in some Railways under the control of the Engineering Department and in others under the Medical Department, the following rates will be appropriate:—

Drainage & Sanitary Inspectors	Rs. 200—10—300
Assistant Sanitary Inspectors	Grade I—Rs. 150—7—185—8—225 II—Rs. 60—4—120/E.B.—5—150

Stores Staff.—(Depot Employees, Stores Distributors, etc.).

Depot Store-keepers	(i) Rs. 300—500 according to the importance of the (ii) Rs. 260—350 Depot.
Assistant Store-keepers and Supervisors	(i) Rs. 200—10—300 (ii) Rs. 150—7—185—8—225

29. *Running Staff.*—In determining the emoluments payable to running staff on the Railways, there are two problems which create difficulty. One is that at present there are different basic scales of pay obtaining in different railway systems. The second is that there obtains in all railways the practice for this category of staff to earn fairly substantial amounts every month under the head of "Running, etc." allowance. It seems to be recognised that though called an allowance, the running allowance is, to a large extent, part of the pay of the staff. This is made clear by the fact that allowances to the extent of 75 per cent. of the pay are paid to the staff even when they are on leave or on other duty and the Provident Fund contribution is also calculated on the same footing. In the course of the evidence, we felt that this system of disbursing a substantial portion of the pay in the form of allowances was not satisfactory and we learnt that that view was also shared by the Railway Board and the Board had been in correspondence with the Railway Administrations with a view to modifying that system, incorporating a large percentage of the allowance with the pay. We were, however, informed by the Chief Commissioner and the General Managers that the "Running Allowance" system could not be wholly dispensed with because the payment of some allowance was necessary to give the administration control over the work done by the running staff. The exact manner in which this portion of the allowance can be separated from the portion

which forms part of the salary is now under the consideration of the Board. It looks as if it will be some time before the Board can reach a satisfactory conclusion on this matter.

If pending the settlement of this allowance problem we are not to leave the question of pay of this category of staff alone, two courses seem to be open to us—(i) either to recommend what may seem to us fair total emoluments for different grades of each of this category of staff, or (ii) to recommend what we may consider fair basic scales of pay. Our attempts on the lines of the former method did not produce any satisfactory results as we could not obtain complete information as to what amounts this category of staff had been making during recent years on the different railways. Without such detailed information, we might be affecting them prejudicially if we fixed the total emoluments at some arbitrary figures. If we adopt the second course it must be noted that with the increase of the basic pay, the allowances will also automatically increase as they generally bear a certain proportion to the basic pay and this may lead to an increase in the amount of the total emoluments beyond what we intend. We are accordingly suggesting a kind of ceiling limit as an interim proposal. It may be that by changing the method of calculating the running allowance, the Railway Board may, even with reference to the new basic rates of pay that we suggest, be able to bring about an equitable level of total emoluments. Indeed, for other reasons also, it seems desirable to adopt some independent method of calculating the running allowance without linking it up with the basic pay of each employee. In our attempt to fix the basic pay, we have to face a further difficulty; this arises from the diversity of scales of pay obtaining in the various railways. We very much wish that this diversity is reduced to a minimum. We accordingly recommend a number of scales some of which may be adopted according to the importance of the trains concerned. It, however, seems to us necessary at the moment to leave a measure of discretion to the Railway Board to attain the above purposes in the most convenient manner possible.

Adapting to a certain extent the standards which we have adopted for recommending increases in the salaries of such of the static staff as may be regarded as corresponding to the various grades of running staff, we suggest the following basic scales of pay for the running staff:—

Drivers	(i) Rs. 60—150
	(ii) Rs. 100—185
	(iii) Rs. 150—225
	(iv) Rs. 200—300
Shunters	(i) Rs. 60—80
	(ii) Rs. 75—105
	(iii) Rs. 60—150
Firemen	(i) Rs. 40—60
	(ii) Rs. 60—80
	(iii) Rs. 75—105*
Augwallahs	(i) Rs. 35—50
	(ii) Rs. 40—60
Guards	(i) Rs. 60—170
	(ii) Rs. 100—185
	(iii) Rs. 150—225
Brakesmen	(i) Rs. 40—60
	(ii) Rs. 60—80

In addition to the above basic scales of pay, running allowances shall be paid to such staff in accordance with the existing rules. For the time being, these allowances must not exceed the average monthly running allowances

*Mr. Anthony considers the maximum should be raised to Rs. 125 particularly as many firemen are required to work as such for several years before they can hope to become driver.

drawn by an employee during 1946 (or part of that year if appointed during that year). We may add that the above scales have been suggested on the basis of the existing practice as to hours of work, etc. If any radical change in this respect comes about as the result of the Adjudicator's award, these scales as well as the scales herein suggested for all other categories of staff affected by the award may have to be reviewed.

30. *Loco Running Staff.*—Complaints have been made of over-work, inadequacy of pay, multiplicity of scales, absence of sufficient leave reserve and of the necessity of drivers of passenger trains having to work six nights every week in succession. It was pointed out that though the staff got an interval of 12 hours between each shift of work, this interval when it was mostly by day time did not afford them sufficient rest as against continuous work on successive nights. This objection appealed to us strongly as it affected not merely the output and the efficiency of the running staff but also the safety of the travelling public. The General Managers and the Chief Commissioner explained how in particular sections of the Railways it was impossible to avoid this kind of duty. They pointed out that except by an uneconomic increase in the staff, it would not be possible to arrange for drivers working night trains in shifts. They explained that as passenger trains in certain sections generally ran only by nights, anything like a shift arrangement on those sections would be possible only if the drivers of such trains would agree to work goods trains on the return journey and this they would not be willing to do. We, however, feel that in the interests of the safety of the travelling public this subject requires further attention from the Railway Board. We were told that the Board would consider the practicability of not keeping the same set of drivers for long periods over such sections of the railway as required their working continuously by night.

The question of hours of work forms the subject matter of adjudication.

The electric train operators on the South Indian Railway between Madras Beach and Tambaram complained that they had not been put on the highest grades allowed to steam engine drivers. We do not see much force in this objection because, as explained by the administration, the driver of a steam engine has got to deal with a much more complicated mechanism than the driver of the electric engine. After all they have been given some of the scales available to steam engine drivers; whether they are entitled to the highest grade or not is a matter well within the discretion of the railway administration to decide. They also complained that their mileage earnings were lower than those of steam engine drivers. We are not disposed to encourage the claim for mileage earnings. The South Indian Railway Electric Traction staff asked for a comparison of their scales of pay with those available to similar staff in the B. B. & C. I. Railway. The General Manager of the B. B. & C. I. Railway explained that the high salaries on the B. B. & C. I. Railway were partly due to historical reasons and partly due to the costliness of the city of Bombay. We are, therefore, unable to accede to the claim that the electric traction drivers on the South Indian Railway should be paid on the same scales as the corresponding staff on the B. B. & C. I. Railway. The overhead equipment staff of this section of the South Indian Railway claimed that they should be placed on the same footing as permanent-way inspectors. We are not satisfied that this claim is tenable.

Among the electric traction staff of the G. I. P. Railway a large number of sub-station operators complained that they had long been kept on a temporary basis and in view of their high qualifications they claimed that they

were entitled to better treatment. The situation seems to have resulted from the introduction of a change in the method of supplying electricity to this section of the G. I. P. Railway. As the case seemed to be one of genuine hardship, we brought the matter to the notice of the representative of the G. I. P. Railway and he has promised to look into it.

The loco-running staff complained that they are not sympathetically treated in cases where they are unable to satisfy the periodical tests of physical fitness. As we have already pointed out when dealing with station masters, the rules relating to the subject are fair and adequate in that they require that other satisfactory jobs should be found for them. The complaint must, therefore, relate to the manner of administering the rule. The General Managers and the Chief Commissioner informed us that as far as possible they observed the spirit of the rule, though in the very nature of things it would not be possible to place such an invalided officer in the same position as he would have occupied but for his invalidation.

31. *Guards.*—The complaints of guards in respect of their scales of pay and the alleged disparity in this respect between different railways, have to a certain extent been met by the revised scales we have suggested. We would repeat the suggestion that the number of posts in the different grades should be so arranged as not to deny reasonable opportunities to those in the lower grades to reach the upper grades. The guards on the North-Western Railway claimed that a higher grade which had been abolished many years ago should be revived. We understand that this abolition took place nearly 15 years ago and even if it had been done on grounds of economy, we see no justification for suggesting that it should be revived. All that is necessary to be done is that reasonable prospects should be offered to those now in service. There was a complaint of inconvenience arising from absence of quarters for their residence in the vicinity of railway stations. They also complained of the inadequacy of the dress allowance given to them and added that in small matters, like those of supply of watches, equipment boxes, etc., the railway administration could be more liberal to them. We commend these claims to the sympathetic consideration of the administration. Certain guards of the East Indian Railway at Tundla who appeared to be graduates complained that they entered service as guards because they were led to expect prospects of rapid rise but that they now found themselves in a very bad predicament after several years of service. Closer examination did not reveal that there had been any promises made to them which had not been fulfilled; but it nevertheless seemed that they found themselves in a bad plight. We brought their case to the notice of the General Manager, East Indian Railway, and he promised to look into the matter. Among guards too, there is an objection to direct recruitment to higher grades as this deprives those in the lower grades of their opportunities of promotion. But we are informed that only about 20 per cent. of the vacancies in the higher grades is filled up by direct recruitment. This seems to us to be justified in the public interests. Another complaint was that guards on lower grades of pay are asked to work important trains. It is not clear whether there is any definite rule or limitation in this matter; but it seems reasonable that those who are entrusted with higher responsibility must be paid better. We have no doubt that in the public interests, as much as in the interests of the staff concerned, the administration will observe this rule.

Complaint of over-work.—The question of hours of work is now under adjudication.

As regards the complaint about hardship of night duty and lack of sufficient rest between each turn of duty, our observations relating to drivers will apply to guards as well. The proposal that risks of accidents should be protected against by some kind of insurance has already been dealt with.

Brakesmen.—The general complaint of brakesmen was that they were practically limited to that office throughout their life-time and that it had only a very low scale of pay. But we were informed by the administrations that even brakesmen had ample opportunities of promotion if only they qualified themselves. On the G. I. P., it was complained that even brakesmen who so qualified themselves were given entry only into grade "D" and not into grade "C" of the guards posts. We presume that this in turn depends upon the nature of the qualifications obtained. As regards running allowance, under-rest allowance, etc., we cannot accept the claim of brakesmen to be treated on a par with guards. The representative of the South Indian Railway Guards complained that the benefits allowed under the State Railway Establishment Code Rules 510, 512 and 513 were not made available to them. The administration will see if this is so and if the complaint is well founded, it must be remedied.

32. *Transportation (Power), Mechanical (Loco, Carriage and Wagon and Electrical) and Workshop Branches.*—For the subordinate, supervisory and technical staff of the above branches, the following scales of pay would be appropriate:—

Foremen, Boiler Inspectors, Transportation Inspectors, Mechanical Inspectors, Yard Supervisers, Loco Inspectors and staff belonging to similar categories.	(i) Rs. 260—15—350 (ii) Rs. 320—20—400 (iii) Rs. 300—20—500
Progress Supervisers, Assistant Foremen, and Chargemen and similar categories	(i) Rs. 150—7—185—8—225 (ii) Rs. 200—10—300 (iii) Rs. 260—15—350
Journeymen or Apprentice Chargemen	Rs. 100—5—125—6—155/E.B.—6—185
Chief Controller and Deputy Controller	(i) Rs. 300—20—500 (ii) Rs. 230—20—400
Section Controllers Assistant Controllers	(i) Rs. 260—15—350 (ii) Rs. 200—10—300
Assistant Telegraph Inspectors Telegraph Inspectors Chief Telegraph Inspector	Same scales as for A.P.W.Is. and P.W.Is.

For the drawing office of the Mechanical and Electrical Branches, the same scale of pay may be allowed as for the drawing office in the Engineering Branch.

33. *Traffic and Commercial Branches.*—For the Inspectors of these Branches, supervisory staff and other posts excluding those of Controllers and Station Masters of large stations whose pay has been dealt with separately, the following rates would be appropriate:—

Traffic Inspectors, Commercial Inspectors, Rates Inspectors, Claims Inspectors and staff of similar categories.	(i) Rs. 200—10—300 (ii) Rs. 260—15—350 (iii) Rs. 320—20—400 (iv) Rs. 300—20—500

Assistant Inspectors in the above categories may, according to importance of the charge, be classified in the lower of these categories or in the scale of Rs. 150—7—185—8—225 proposed for A. P. W. Is.

Traffic Canvassers. Assistant Traffic Canvassers.	(i) Rs. 60—4—120—E.B.—5—170 (ii) Rs. 100—5—125—6—155—E.B.—6—185. (iii) Rs. 160—10—250.

34. *Miscellaneous Claims.*—Several sections of the Technical and Mechanical Departments have sent in representations the main claim wherein is for improved scales of pay. A general claim has been urged that technical staff should, as a whole, be paid better than non-technical staff. A suggestion has also been made that the hours of work should be reduced. Objection has been taken to the continuance of the daily rated system and the piece-work system and it has been further urged that even people engaged on the daily rated system should be given all the facilities and the privileges available to monthly rated employees. The claims and grievances of the ministerial staff and of the workers, whether on the line or in workshops, have been voiced by a number of unions who appeared by several representatives. The All-India Railwaymen's Federation (represented by Mr. Guruswamy) claimed a general representative character; but the workers of the S. I. R., N. W. R., B.B. & C.I., G. I. P., B. N. R., B. & A. and O. T. Railways were also independently represented. Their claim for a minimum wage of Rs. 36—45 has been already dealt with. For semi-skilled labour, the Federation claimed a scale of Rs. 40—4—80 and for skilled labour and ministerial staff a scale of Rs. 60—5—100—10—200, on the basis of the pre-war level of prices. To meet the higher level of prices, they asked for dearness allowance being granted to them on the scale recommended by the Rao Committee. Our recommendations comply with these demands so far as we thought it practicable to do so. Their claim that promotions in the lower grades up to about Rs. 200 or Rs. 250 should be determined by seniority has to a great extent been accepted by us, though not in an unqualified form. It is also our recommendation that the daily rated system should as far as possible, be displaced by the monthly rated system, except where the work is casual. The majority of us think that piece-work must be the exception rather than the rule—two members think that it is really not objectionable and should be encouraged wherever possible. Wages for piece-work must be so fixed as not to amount to exploitation. Objection was taken that a piece-worker may be tempted to over-work himself out of a desire to earn more money; but the administration pointed out that there was no such danger as the hours of work regulations were applicable to piece-workers also. It was next pointed out that there is a tendency frequently exhibited by the administration to reduce the rates fixed for piece-work when it is found that the piece-worker produces a good outturn and earns a considerable sum. The administration denied this; but the Chief Commissioner, however, promised that instructions would be issued that no unfair advantage should be taken of improvement in the piece-worker's outturn and no attempt to reduce his rates should be made on this score, unless the improvement had really been contributed to by better machinery supplied by the administration. The Federation claimed that overtime work should as far as possible be discouraged in the interests of the health of the worker, but where overtime work had necessarily to be done, it should be paid at twice the normal rates. The question of rates for overtime work has been dealt with in Part II. Their points in respect of leave, retirement benefits, promotion and procedure in disciplinary matters have been dealt with in Part II. They urged the necessity for the introduction of a scheme of social insurance against unemployment, sickness, old age, etc. Such measures must form part of a wider scheme em-

bracing all workers. So far as the employees of the State are concerned, sickness is provided for to a certain extent by the provisions relating to medical leave and old age by the provisions relating to retirement benefits. Objection was also taken to a large number of workers being kept on as temporary employees for a long time. The administration pointed out that in view of emergencies, special projects, etc., it was inevitable to have a certain number of temporary employees; but they promised that every endeavour will be made to reduce the number to a minimum and to extend to them the privileges and benefits available to permanent employees, such as leave, provident fund benefits, etc. We have therefore nothing to add to what we have already said on this subject. One claim which deserves particular mention is the demand that the railway administration should provide facilities for better education and for practical training for its employees with a view to helping them to qualify themselves for promotion to higher ranks in the service. This is to a certain extent allied to the question of education facilities which we have dealt with in Part II; but it is of particular relevance here, because by providing such facilities to its employees, the railway administration will not merely help to improve their lot but also facilitate recruitment to its services. The General Manager of the East Indian Railway informed us that steps in this direction have been taken on his railway. We would be glad to see active steps in this behalf taken by all the railway administrations. It was further claimed that members of the staff should be granted special leave for undergoing technical training. This is but an extension of the principle of study leave and it seems to us that Railway administrations will be serving their own interests as well in granting such encouragement to deserving employees.

Passes.—Complaint has been made in respect of the discrimination between one set of railway employees and another, in respect of the number of passes that they are entitled to. Now that nearly all the important Railways have become State owned and State managed, we have been pressed with a claim on behalf of all public servants that even those not employed in Railway services should be given facilities in the way of railway passes. We have dealt with this question in Part II. Another aspect of the question is whether persons in Railway service should, in view of the long standing practice, be treated differently from other public servants. The majority of us are opposed to treating railway employees differently. Further the existing rules relating to passes for Railway employees make a differentiation between officers and employees belonging to other categories in the matter of the number of passes they are entitled to. Even if it should be deemed expedient to continue the practice of treating Railway employees differently from other public servants, there is little justification for continuing the discrimination between the different grades of railway employees. This differentiation has been strongly resented by subordinate employees. We accordingly recommend that this discrimination should be abolished and the same number of passes, not exceeding three in the year, should be made available to all grades of Railway employees.

As regards the claim for medical aid for railway employees, the Chief Commissioner informed us that ample provision already exists in places where a large number of employees are working, whether in important stations or in sheds or in workshops. As regards the people employed on

the line and in out-of-the-way places, he said that the rules provide for immediate despatch of medical aid to them as soon as a report of their sickness is received or they are enabled to come to a place where medical aid is available. As we have already stated, he promised to draw attention once again to the rules in the matter and see that they are properly given effect to. When the Railway administration maintains a large medical department at considerable cost, we are unable to recommend that the administration must make good to its employees expenses incurred by them in availing themselves of the services of private medical practitioners. As regards work on holidays, we have nothing to add to what we have stated already. We understand that members of the subordinates grades are not frequently transferred, but a claim has been made that if and when they are so transferred, a special allowance should be given to them to enable them to set up a new establishment in the place to which they are transferred. If, as we are informed, the rules provide facilities for transport of their luggage, we do not see any justification for making a further differentiation between railway employees and other public servants in the matter of transfer. Claims have been made for the supply of uniform, footwear and other accessories. Apparently, the existing rules and practice in this behalf do not cover all employees and it is also said that the existing provisions are inadequate. We are not in a position to make any definite recommendations in the matter, but it seems to us that these claims may well be sympathetically dealt with by the administration.

Representatives of the employees in the N. W. R. Workshops complained that unlike workshop employees in other railways they do not get any allowance for working night shifts. It is not clear to us whether there is any well-established practice about the payment of extra allowance for those who work in night shifts. We presume that such a system implies that all the employees will get their turns of night shift. If, however, there is any difference between the practice followed in the N. W. R. Workshop and the practice followed in other workshops in this matter, we suggest that the Railway administration should examine the matter and adopt a uniform practice, unless there are special reasons for adopting a different course. It was alleged that there were serious anomalies and sometimes even injustice in the matter of the classification of workmen into semi-skilled and skilled and we were asked to lay down tests with reference to which a classification should be made. This is obviously impracticable. Certain categories of workers, *e.g.*, grinders, slotters, shapers, wheel-turners, drillers, etc., were given as instances which are now treated as semi-skilled but which it was claimed should be treated as skilled. The differentiation must, we think, depend not merely on the nature of the job but also on quality. Subject to the observation that a person who is doing skilled work should not unfairly be classified as a semi-skilled worker merely with a view to reducing his remuneration, we must leave the matter to the decision of the authorities concerned. We were also told that a job which in one railway is classified as skilled is classified in another railway as unskilled or semi-skilled. This again is a question of degree. We can only recommend that as far as possible some measure of uniformity should be observed in all the railways. It will be helpful if the railway administration can see its way to settle such questions in consultation with the unions concerned. A strong objection was raised to any system of contract labour. It was insisted that work of every kind for which contractors' labour was at present engaged should be got done by departmental labour. We are not able to make any such

sweeping prohibition. As it frequently happens that labour does not get a fair deal from contractors, it will be consistent with the spirit of our recommendations if contract labour is avoided as far as possible. To secure the interests of labour generally, there should be a fair-wages clause even in contracts and the administration should be under some responsibility to ensure that the fair-wages clause is, in fact, given effect to. Mr. Kalappa (the representative of the B. N. Railway Union) urged that under the present system an unjustifiable differentiation was being made in favour of the Controllers and other Transportation staff as against the class of station masters in the matter of promotions. We can only repeat the general recommendation that we have already made that, to ensure contentment among all sections of the staff, reasonable channels of promotion must be provided for every section and no section should be given an undue advantage.

NOTE :—The following scales of pay have been suggested by Mr. Joshi and Sardar Mangal Singh :—

		Rs.
CLASS III—	(1) General scale for Clerks	65—5—120—6—180
	(2) Commercial Clerks	70—5—120—6—180
	(3) Upper Division Clerks with university degree initial entry qualification.	100—6—160—8—200—10—250
	(4) Signallers	70—5—120—6—180
	(5) Assistant Station Masters & Station Masters.	70—5—100—6—160—8—200
	(6) Ticket Collectors	65—180
	Special Ticket Examiners	100—200
	(7) Asstt. Train Examiners	65—180
	(8) Tracers & Asstt. Draftsmen	65—180
	(9) Asstt. Sanitary Inspectors	65—180
	(10) Asstt. Traffic Canvassers	70—200
	(11) Brakesmen	50—80 80—100
	(12) Guards	75—200 120—250 150—300
	(13) Drivers	80—200 100—250 150—300 200—350
	(14) Shunters	75—200
CLASS IV—	(15) Firemen	50—80 70—100 80—120
	(16) Agwala	45—70
CLASS III—	(17) Compounders and Dispensers.	55—130 65—180
CLASS IV—	(18) Laboratory Attendants	50—85
	(19) Dressers and Ward Boys	45—70
	(20) Office Peons & Unskilled workers.	40—1—50—2—60
	(21) Office Jemadars & Semi-skilled workers.	45—1—50—2—70
	(22) Record Keepers, Record sorters and higher grade of semi-skilled.	50—2—70—3—85
CLASS III—	(23) Skilled Workmen	65—150
	(24) Higher Grade of skilled Workmen.	130—200
	(25) Supervisory posts of skilled workmen or leading hands.	200—10—250

2. Other charges under the Transport Department

1. The Transport Department also deals with all major ports, Port Trusts, pilotage, light-houses, tramways, waterways, country craft organisation, motor vehicles in centrally administered areas, priority controls, rationing of motor spirit, Central Road Fund and post-war road development etc.

2. We do not make any recommendations with reference to the advisory posts at headquarters including the Railway priorities and Motor Transport Branches since the posts are temporarily filled on an *ad hoc* basis and are not yet classified. In many cases we expect the staff will be reduced with the gradual withdrawal or relaxation of controls which originated during the war.

3. The posts in the Roads organisation however though still unclassified seem to be a permanent branch of the department. We observe that existing scales have generally been fixed on the basis of old or new scales for engineers and with particular reference to the grade of officers to be recruited. We recommend that in future recruits to technical posts in this branch comprising various grades of Engineer consultants, materials and plant officers, statisticians, etc. should be fitted into the scales we have recommended for Class I and Class II Services generally, according to the importance of the post and the qualifications required of its incumbent, maintaining due parity with the Central Public Works Department.

4. We have received representations from two categories of staff in this branch namely Assistant Engineers and Legal Assistants for an increase in their pay. The former have stated that the scale of Rs. 350—25—750 is low in comparison with the rates allowed to Assistant Directors of the Central Waterways Irrigation and Navigation Commission and the Punjab P.W.D. As we assume the Roads organization to be permanent we think their case ought to be dealt with on the lines we have indicated for the C.P.W.D. generally and not on the basis of temporary organisations for which more liberal scales have been allowed during the war period. In regard to the posts of Legal Assistants, we cannot see our way to recommend any special rates of pay since the responsibility for giving legal advice finally rests not on such Assistants but on the specially qualified staff of the Legislative Department. The recruitment of persons with legal qualifications to ordinary posts of Assistants has apparently been a departure merely to get a more qualified type of recruit and so long as personnel are available for such posts on the terms advertised, we do not see any necessity for revising generally the scales for this category of post. This is also in consonance with our recommendations in the case of the technical assistants in the office of the Superintendent of Insurance.

5. *Ports.*—Cochin is one of the major ports under the control of an Administrative Officer, and is administered by the Transport Department in the absence of a governing body like a Port Trust. We have no special observations to make as regards the Class I and Class II posts like Port Officer, Harbour Master, Traffic Manager, Chief Accountant, etc. under the Administrative Officer except to suggest that the ranges in these scales should be kept within the limits we have proposed generally for posts within the time scale of these services. This alone will serve to avoid disparity between posts of comparable responsibility having in mind the lowering of ceiling limits of higher salaries generally.

6. Representatives of the Cochin Port Staff Association who appeared before us complained that their scales of pay were low and not uniform and that as the State Government had recently raised the scales of pay of their employees on account of the higher cost of living, Cochin should be declared an "A" class area for purposes of grant of dearness allowance. For ministerial and subordinate technical posts we recommend that the scales of pay should be brought into line with our general scales for office staff, as for instance in the office of an Executive Engineer or Superintending Engineer C.P.W.D. The system of dearness allowance recommended by us will obviate the grievance about the inadequacy of that allowance. It was demanded on behalf of work charged establishments that such establishments as were kept temporary for very long periods should be made permanent so that they could obtain the benefits of leave etc. Among other grievances were inadequacy of overtime payment and absence of compensatory holidays. In view of our general comments on these subjects we do not propose to make any special recommendations regarding the Cochin Port Staff.

7. *Bengal Pilot Service.*—The administration of the Bengal Pilot Service has recently passed from the Commerce Department to the Transport Department. Originally the Hooghly Pilots were in receipt of fixed rates of salary like other employees of Government but in 1876 a licensed service was established, the members of which were remunerated by payment of pilot fees levied on ships. In 1886 the licensed service was replaced by a Covenanted Service the members of which were entitled in addition to the ordinary scales of pay to a percentage of the pilotage fees fixed by Government. While the ordinary pilot services are under the control of the Port Authorities, the Bengal Pilot Service is under the control of Government.

8. The following are the important posts in the Bengal Pilot Service:—

CLASS I—	
Pilots	A scale Rs. 400—2,200 * B „ Rs. 400—1,800 * C „ Rs. 350—1,300 *
Port Officers	A scale Rs 2,550. B „ Rs. 2,150. C „ Rs. 1,600.
Leadsmen Apprentices, 1st Mates, 2nd Mates, etc.	Rs. 200—350 with differences in scales A, B and C.
CLASS II—	
Chief Engineers of Pilot Vessels .	Rs. 500 800 (Old). Rs. 400—650 (Revised).
CLASS III—	
2nd Engineers . .	Scales ranging from Rs. 250—300 to Rs. 380—480.
3rd Engineers . .	Scales ranging from Rs. 180 to Rs. 280—310.
4th Engineers . .	Scales ranging from Rs. 150 to Rs. 180.

*A and B scale Pilots are allowed to draw full night pilotage fees. C scale officers draw only 50 per cent. of fees though as a temporary measure since 1944, they too have been allowed full fees.

There are two pilot vessels "Andrew" and "Lady Fraser" and a steam launch. The crew of these which include Butlers, Saloon servants, Firemen, Cooks, Serangs, Carpenters, Stokers, Lascars, Bhandaris, etc. belong to both 'inferior' and superior service. At present those in the inferior category are on scales ranging from Rs. 18 to 24 while those who are in the superior categories are on scales ranging from Rs. 20 to 70.

9. The main grievance of the members of the Pilot Service, which sent a representative to appear before us was that repeated representations since 1937 on behalf of officers on the Revised scales of pay had not received the favourable consideration of Government notwithstanding a report on the subject by Capt. H. L. Davis, R.I.N., C.I.E., O.B.E., Nautical Adviser to the Government of India. As that report has not been sent to the Commission we are not able to offer any comments thereon. But we think it right to mention that this service seems to lay great stress on that Report. On the ground that there was considerable disparity in pay between the Bengal Pilot Service which is a senior service and the pay of Harbour Masters who are employees of the Calcutta Port Trust the Service demanded that the old scales of pay should be applied to new entrants also. We consider that instead of reverting to the old scales of pay the grant of the Class I scales which we have proposed for other services should be adequate for members of this service. The posts should be classified into junior and senior scale according to responsibilities. The members of the service also demanded a general enhancement of pilot fees. We understand that the fee varies according to the size of the ship and in normal times a junior pilot earns about Rs. 175 p.m., a Master Pilot Rs. 250 and a Branch Pilot about Rs. 450 to 500. As in the case of the Customs Preventive Service, we consider that it would be less derogatory to the service especially if it is to be a Class I Service if officers did not have to depend on payments made by shipping companies for any services rendered by them. It may be desirable if instead of the officers receiving the pilot fees, compensation at suitable rates is allowed to them while out on the sea or working overtime, without relating it to piloting fees which Government may themselves levy and retain.

10. We may bring to the notice of Government the claims made by the members of this service for an allowance for uniform and an allowance for detention while waiting for boarding a vessel after leaving another. A question of some difficulty was raised as to the kind of assistance which members of the service should receive from Government when legal proceedings are instituted against them in cases arising out of the discharge of their duties. It often happens that the costs awarded to them by Court even when they are successful may not meet the actual expenditure on their defence. Such cases deserve sympathetic consideration. The case seems analogous to that provided for in Rule 1602 of the State Railway Establishment Code.

11. In regard to the other categories of employees mentioned in para. 8, *supra*, we recommend that for the categories now classified as 'inferior' the scale of Rs. 30—35 would be appropriate. For the higher categories requiring some technical skill or professional experience, the following scales may be found appropriate provided they are applied with due regard to the differences in skill and training required to be possessed:—

Rs. 35—50
Rs. 60—75.
Rs. 75—105.

D.—COMMUNICATIONS DEPARTMENT

The Communications Department deals with the following subjects:—

1. Posts and Telegraphs.
2. Railway Inspectorate.
3. Meteorology, and
4. Civil Aviation.

1. Posts and Telegraphs

1. The administration of the Indian Posts and Telegraphs Department is under a Director General with Headquarters in New Delhi. For purposes of administration, the country is divided into nine circles whose boundaries roughly correspond with those of the Indian Provinces including adjoining States. Seven Circles are under Postmasters-General: the heads of two minor Circles, *viz.*, Sind and Baluchistan and Assam are officials of lower status, *i.e.*, Directors of Posts and Telegraphs. The Postmasters General and the Directors are responsible, within their jurisdiction, for the administration of all branches of the Department including postal, telegraph and telephone services. On the postal side, the Circle is divided into postal divisions each in charge of a Superintendent of Post Offices who controls within his area (which might roughly be equivalent to two Districts) all postal and telegraph traffic work in Post Offices and combined Post and Telegraph Offices. Post Offices in large urban areas and principal Telegraph Offices generally are in charge of gazetted Postmasters and gazetted Telegraph Traffic Officers who deal directly with the Postmaster General. The telegraph engineering work, including telephone work, is organised on the basis of divisions each in charge of a Divisional Engineer who is also in charge of the management of telephone exchanges and the construction and maintenance of the lines of communication and apparatus. The Post Office is one of the biggest utility services in India and because of its well organised system, it has undertaken for the public benefit a variety of services which do not relate to the receipt of transmission of communications proper, *e.g.*, carriage of parcels, remittance of money, provision of savings bank facilities and encouragement of small savings, life insurance, payment of military pensions, issue of wireless licenses, distribution of quinine, etc. Under the pressure of war demands, the P. & T. Department expanded its activities during the war period—particularly its capacity for handling postal, telegraph and telephone traffic. The Department has prepared plans for its post-war development which involve mainly the adjustment and extension of facilities provided during the war period for war purposes to growing peace demands.

2. Postal work is done in three classes of offices—Head Post Office, Sub-Post Office and Branch Post Office. The first two deal with all kinds of postal work, while the last category deal generally with distribution work and are usually worked by persons who are extra-departmental agents with other avocations, *e.g.*, Village Schoolmasters, Shopkeepers or other respectable persons or retired postal employees.

3. The main categories of postal employees in the lowest category are—runners, packers, mail peons and letter-box peons whose duties are fairly indicated by their designations and who are at present classified as inferior servants. Postmen and Village Postmen draw a higher scale of pay and belong to a higher category being treated as "superior". Over this category are Head Postmen. Overseer Postmen, Sorting Postmen and Cash Overseers and their duties comprise mainly supervision of postmen and lower grade staff, conveyance of cash, routine sorting of mail and making enquiries into petty complaints. The clerical category, which is higher than that of Head Postmen, deals with clerical work as well as work at the counter; it supplies the personnel for sub-postmasters as well as for Town Inspectors. Above this grade are Inspectors of Post Offices who are in charge of postal sub-divisions including a group of post offices. Their pay is on the lower selection grade in the clerical scale and for outdoor work they are assisted by mail overseers who are of the same category as Head Postmen. The Superintendent of Post Offices, who is a gazetted officer, co-ordinates and supervises all postal transactions in his area excluding those of the offices under gazetted postmasters.

4. A very large number of sub-post offices do both postal and telegraph work. The booking and transmission of messages in such offices are carried out by postal signallers who are on the grade of clerks. Where there are separate telegraph offices, messages are received and transmitted by telegraphists who are on a grade different from the clerical grade and whose work is supervised by Telegraph Masters who are promoted from the cadre of telegraphists. Mechanical duties such as sorting of telegrams are done by Munshis who are of the Postmen class while delivery of messages is carried out by messengers who are generally task-work messengers receiving subsistence allowance on a special scale in addition to charges for messages actually delivered.

5. The transport of mail by railway between post offices is looked after by the Railway Mail Service which works in units which are distinct from Post Offices. The R. M. S. work is controlled by Superintendents of R. M. S. who are on the same cadre as Superintendents of Post Offices. The clerical staff under them deal with the sorting of mails during transport and are on the cadre of clerks. The lower grade staff comprises mail guards, porters and office peons. The work of the R. M. S. staff is invigilated by Inspectors on the same scale as Inspectors of Post Offices.

6. On the engineering side, each divisional engineer has a number of sub-divisional and other officers of gazetted status working under him. The work of construction and maintenance of telephone and telegraph lines and apparatus is in charge of such officers who have under them technical staff of different grades, *e.g.*, Supervisors, Mistries, Cable Jointers and other technically skilled staff, such as line Inspectors and Sub-Inspectors who supervise and control working parties and linemen (who are semi-skilled workers corresponding to postmen) in charge of the laying and maintenance of lines. Telephone exchanges within his area are also under the Divisional Engineer, the exchanges being, according to their importance, in charge of gazetted officers, or persons of the rank of Engineering Supervisors and Telephone Inspectors.

7. The Indian Post Office on its present footing dates from 1854 when the Department was placed under the control of the Director General with a

hierarchy of officials under him. It was at that time that uniform postage rates were fixed irrespective of distances. Uniform rates for parcels came into force in 1871 and the V. P. system, insurance of letters and parcels, the Money Order and Savings Bank were added in the course of the next decade. In 1883, combined Post and Telegraph Offices were introduced; but the postal and telegraph sides were under two Director Generals till 1914. The amalgamation was completed in 1929 when the head of the postal circle, namely, the Postmaster General, was also given control over telegraph work. The history of the department provides the explanation as to why the services in the P. & T. Department are so numerous and conditions of service so heterogeneous. The classification of the various Services does not indicate their organisation but merely their position for purposes of the Civil Service (Classification, Control and Appeal) Rules.

8. The Telegraph Engineering Service, Class I, alone has, from the start, stood out as a superior service. Posts on its cadre include Assistant Divisional Engineers, Divisional Engineers, Directors and Chief Engineers. In the regular hierarchy, are administrative posts of Deputy Director General, Postmaster General and Director General. The Indian Posts and Telegraphs Traffic Service, Class I is, however, a hotchpotch of superior appointments to which members of different constituent services can look forward for promotion, *e.g.*, Director General, Senior Deputy Director General, Postmaster General. Deputy Postmaster General.

The Class II Services include the following:—

Assistant Engineers in the telegraph, telephone, wireless or electrical branches;

Deputy Assistant Engineers in the above branches;

Postal Superintendents;

Gazetted Postmasters;

Telegraph Traffic Service, *e.g.*, Superintendent and Deputy Superintendent;

and certain non-gazetted posts of Chief Superintendents, Superintendents, Foremen, Managers, etc. These again represent a conglomeration of posts on different scales of pay.

Some of the Class I posts are filled by members of the I.C.S. The Islington Commission dealt with some of the problems connected with the staffing of the P. & T. Department. With a view to improving the direct recruitment of Indians to superior appointments, it recommended the guaranteeing of a fixed number of vacancies for non-I.C.S. members of the service. It also recommended amalgamation of the Imperial and Provincial branches of the Telegraph Engineering Department, restriction on the appointment of non-domiciled Europeans, direct recruitment to telegraph traffic branch and a fair distribution of posts on a provincial basis as well as a rationalisation of pay of gazetted posts in the Department.

9. The Postal and Telegraph Committees of 1920 did not deal with gazetted appointments; but one of the terms of reference of the Retrenchment Advisory Committee, 1931, of which Sir Cowasjee Jehangir was

Chairman, was the consideration of rates of pay for new entrants in the P. & T. Department. The latter Committee recommended certain rates of pay as indicated below; but when the revised rates came to be settled, the Government proceeded on wholly different lines:—

	Old rates	Recommendations of 1931 Committee	Revised rate sanctioned by Government
	Rs.	Rs.	Rs.
D.G.P. & T.	3,500—100—4,000	3,000—100—3,500	...
Chief Engineer	2,750—125—3,000	2,250—100—2,750	2,250
P.M.G.&D.D.G.(non-I.C.S)	2,000—100—2,500	1,800—60—2,100	2,000 1,600
Directors of Telegraph Engineering.	1,750—100—2,100	1,050—50—1,500	1,300
Deputy Postmaster General ...	1,000—50—1,500	900—40—1,300	750 ; 850 ; 950
Presidency Postmasters, Calcutta and Bombay.	1,000—50—1,500	900—40—1,300	750 ; 850 ; 950
Madras.	800—40—1,000	700—40—900	(with S. P. for Bombay, and Calcutta).
Superintendent of Post Offices and R.M.S.	300—20—600—25—750	250—25—650	240—20—480—15—600
Gazetted Postmasters, Delhi, Lahore, Karachi & Poona.	700—25—800	625—20—725	600
Deputy and Assistant Postmaster.	350—30—650	300—20—600	240—600
Superintendents of Telegraph Traffic 2nd Division.	350—20—550—30—700	250—25—650	
Deputy Superintendents ...	350—450 500—600	300—20—540	
Superior Telegraph Engineering Service.	625—1,375 (Senior)	550—35—1,100 (Senior)	750 ; 850 ; 950
	375—975 (Junior)	300—800 (Junior)	250 ; 350 ; 500
Assistant Engineers	Same as Supt. of Telegraph Traffic 2nd Division.	Same as Supdt. of Telegraph Traffic 2nd Division.	240—20—480—15—600
Dy. Assistant Engineers ...	Same as Deputy Superintendents.	Same as Deputy Superintendents.	

10. Referring to the history of non-gazetted posts, the Heseltine Committee (1920) remarks as follows: "Conditions remained all but undisturbed, increases of pay were sanctioned occasionally in places in which they were found to be necessary, but such sanctions were few and unimportant and each individual sanction affected a comparatively small number of men. It is in the years following the outbreak of the war that conditions have arisen which have caused the distress and resultant unrest and agitation and created the situation which our Committee has been appointed to investigate". This Committee was charged with the duty of recommending measures for the amelioration of the conditions of service and rates of pay of non-gazetted supervisory, clerical, sorting and menial establishments employed in the Postal Branch and such sub-ordinate establishments of the Telegraph Branch, including Telephone staff, as were not dealt with by the Telegraph Committee which was appointed about the same time to deal with similar conditions concerning non-gazetted staff in the separate Telegraph Department. The scales of pay were arrived at after laborious investigation and,

while varying from locality to locality, were based generally on an appreciation of the nature of the duties performed by the personnel of the P. & T. Department. The Committee appear to have been the first in the field to attempt some system of uniformity in regard to the remuneration of the P. & T. Services in different parts of the country; and they seem to have kept in mind the prevailing rates for other classes of Government servants. Certain remarks and *obiter dicta* of the Committee and similar views expressed by high Government officials at different times have been made the basis of claims for special treatment for all categories of employees in the postal service. The following are some of the remarks in point:—

> "The conditions of service of postal clerks differ very much from those of the ordinary clerk in a Government office; their hours of work are longer and much more irregular, beginning in some cases at 5 A.M. and ending as late as 10 P.M.; they get no holidays to speak of, and they have considerable pecuniary responsibilities."

> "The increase of pay we recommend for postmen is more liberal than the increase proposed for inferior servants, the reason being that the postman is drawn from a class distinctly superior to that of the ordinary menial and the present rates of pay have been found to be insufficient to attract the class of men required.....the postman to be qualified for his work must have some knowledge of the script of at least two languages, one being English;.....his duties involve considerable pecuniary liability. He is in fact in a small way a cashier; valuables and cash are entrusted to him, he has to render a daily account, to furnish security and to make good losses. That he is or ought to be a much better man than the ordinary chaprasi, mail peon, messenger or packer is recognised by the status—that of a superior servant under the Leave and Pension Rules—which has been conferred upon him.

11. The scales of pay which were sanctioned by Government following the recommendations of the Heseltine Committee failed to keep the staff satisfied for any length of time and there was a revision in 1926. The subject again came up for review by the P. & T. Sub-Committee of the Retrenchment Advisory Committee appointed in June 1931 under the Chairmanship of Sir Cowasjee Jehangir. Inasmuch as the policy of the Government at the time was to effect all possible reductions in public expenditure, the general terms of reference to the Sub-Committee followed the lines laid down by the Retrenchment Advisory Committee; but an additional point referred to them was to—

> "Advise on the principles which should guide Government in framing proposals for the remuneration of future entrants in the P. & T. Department: particularly whether new entrants who are likely to be employed mainly or altogether locally should be remunerated on separate local rates of pay as at present; or on uniform low Circle, or All-India basic scales *plus* variable compensatory allowances, according to the special circumstances of different stations."

On this point, the Committee which consisted of non-officials as well as of official experts made detailed recommendations. After considering the

merits and demerits of continuing eight different scales of basic pay for different localities and areas as against a uniform basic scale applicable throughout India, the Committee were of the following opinion:—

> "In our view the present system is defective in its inception inasmuch as the so-called rates of basic pay include a certain amount which is obviously of the nature of a compensatory allowance. We also understand that the existence of different scales of pay within each Circle and sometimes even within smaller areas included in the Circle leads to inconvenience in administration and unnecessary expenditure in the matter of transfers. Some of these defects have, we understand been removed by a modification of the Fundamental Rules 22 and 26. But in our opinion such measures are merely palliative and the needs of the situation should be recognised by having one uniform scale of pay applicable throughout India and Burma supplemented by suitable compensatory allowances so that such transfers as have to be made in the interests of work can be carried out without hardship to the employee on the one hand or waste of public funds on the other."

Government did not accept the recommendations of the Jehangir Committee; and in a large number of cases, the new scales of pay sanctioned in 1935 which had effect from 16th July 1931 in the case of new entrants were on a lower scale than those recommended by the Committee.

12. We have dealt in Part I with the growing discontent against these scales, due to the subsequent rise in prices, the nature of the relief granted by Government to meet the rise in the cost of living and the circumstances leading to the appointment of this Commission. The disputes between the employees and the Railway and Posts and Telegraphs Departments and the references to Adjudicators have also been referred to in paragraph 16 of Part I *supra*. The case for adjudication about the claims of the P. & T. employees as put to the Hon'ble Mr. Justice G. S. Rajadhyaksha, I.C.S., was in regard to the following issue:—

> "Whether taking into consideration the various forms of relief already granted by the said Department to the said employees, such of the employees as are governed by the new scales of pay require any further relief pending the findings of the Post-war Pay Commission and if so, the nature and extent of the relief required."

The Adjudicator recommended the following relief to take effect from the 1st July 1946:—

Categories of staff as given in the Schedule I on page 77 of the Manual of pay and Allowances of officers of the Indian P. & T. Department.	*Increase*
(*i*) Section XV— Runners. Section XVI - Record Suppliers, Ferro Typers, Multigraphers, Compositors, Reproducer Operators, Markers, Duftries, Form Suppliers, Form Pickers, Binders, Attenders, Jamadars, Hall Jamadars, Head Porters, Overseers in Railway Mail Service, Havildars, Head Peons and Mukadams.	

Section XVII— Boy Peons, Boy Messengers and Boy Farashes, and Section XVIII (*a*)— Packers, Porters, Messengers other than Task-work Messengers, Chowkidars, Watchmen, Gatemen, Hamals, Durwans, Office Peons, Farashes, Mail Peons, Van Peons, Boatmen, Dandies, Manjhies, Tindals, Lascars, Cable-guards, Attendants, Battery-men, Line Coolies, Press-men, Telephone Coolies, Wire Coolies, Distributors, Inkers, Cleaners in Telephone Exchange, Firemen, Liftmen, Weighmen, Lampmen, Khallassis, Coolies, Engine Coolies and other wholetime employees.	25%
(*ii*) Task-work Messengers.	50% (Subsistence allowance).
(*iii*) Section V— Postmen, Village Postmen, Mail Guards, Line Riders, Departmental Stamp Vendors at places other than Presidency Towns, Shroffs and Bill Sircars, and Section XIII (*b*)— Carpenters, Painters, Bicycle Mistries, Assistant Mistries and Motormen.	20%
(*iv*) All other categories excluding those in Section I, XII and XIV, but including Second Division Clerks and Accountants in Section I.	15% subject to a maximum of Rs. 20.
(*v*) Section I (with the exception of Second Division Clerks and Accountants.) Section XII— Sub-Inspectors, and Section XIV— Conservancy Inspectors, Caretakers, Sanitary Inspectors and Commissionaires.	5% subject to a minimum of Rs. 5.

Note (1) The relief on the scale recommended should be extended to the employees of the Telephone Districts of Bombay (including Ahmedabad and Karachi), Calcutta and Madras and of the Telephone Workshops appointed on or after 1st April 1943 on the Posts and Telegraphs scales of pay for corresponding categories.

(2) The employees on the unified scales of pay are excluded from the above relief.

II. Retrospective effect to be given to the above relief in respect of all the categories except category No. (*v*) from the 1st January 1945 to 1st July 1946, *i.e.*, for 1½ years on the basis of relief on 1st July 1946 (on the pay for June 1946).

III. Grain concession allowance to be given to all the new scale employees at places where no grain concession scheme is in operation at a rate equal to the money value of the concession at Bombay in respect of 3½ consumption units. The present value of the concession is Rs. 3/12/- per month.

IV. Upgrading of all the "C" areas into "B" category for purposes of dearness allowance with the result that the dearness allowance given to the new scale employees at places included at present in "C" category will be increased by Rs. 2 per month.

In the orders contained in Director-General's memorandum No. A-1-39-61/46, dated the 15th August 1946, the Government stated their willingness to accept the award of the Adjudicator in its entirety and to sanction on a temporary basis the grant of personal pay to the non-gazetted staff of the Department on the revised scales of pay mentioned in the foregoing statement at the rates indicated against each. Staff on the old scales of pay were also allowed the benefit of the grain concession allowance mentioned above and the additional dearness allowance involved in the upgrading of "C" into "B" areas. Employees on the unified scales of pay who are not ordinarily eligible for the above concessions were allowed an option of reverting to their permanent departmental scales for drawing the relief recommended by the Adjudicator in the shape of personal pay. The following additional concessions were also sanctioned by Government on a temporary basis *vide* D. G. P. & T.'s memorandum No. A-39-61/46, dated 17th August 1946:—

(i) Good Conduct Pay at the revised rates of Rs. 12 and Rs. 10 for all non-gazetted staff.

(ii) Increase in house rent allowance for postmen and inferior servants in Calcutta from Rs. 5 to Rs. 10, in Bombay from Rs. 7 to Rs. 10, in Delhi from Rs. 5 to Rs. 9 and Rs. 3 to Rs. 7 respectively for postmen and inferior servants, in Madras Rs. 3 to Rs. 7.

(iii) House rent allowance at Rs. 10 to non-gazetted staff other than postmen and inferior servants stationed in Madras City.

(iv) Compensatory allowances for non-gazetted staff of certain grades in Calcutta and Bombay.

13. The following principal All-India Unions of postal employees, besides a very large number of branch unions and unrecognised associations and *ad hoc* Committees of individual employees made written representations to the Commission and also gave oral evidence:—

(i) The Federation of P. & T. Unions.

(ii) The All-India Postmen and Lower-Grade (including R. M. S.) Staff Union.

(iii) The All-India Postal and R. M. S. Union.

(iv) The All-India Telegraph Union.

(v) The Indian Posts and Telegraph Union.

(vi) The Indian Telegraph Association.

On some subjects of common interest, the views expressed by these associations as well as the specific suggestions made by them were not unanimous. The Federation of P. & T. Unions put forward a scheme which was based on what they considered to be an objective appreciation of the minimum living wage. On a cost of living index of 180, the Federation suggested that the minimum initial wage for a working class employee should be Rs. 55 and for a middle class employee Rs. 85 and they set out an elaborate scale of classification of posts with different points of entry according to qualifications and responsibility. Except where direct recruitment was specifically provided for, the normal method for filling posts right up to

the highest gazetted post should, according to them, be by promotion based on selection as the result of a departmental examination. Every person who is unable to rise outside the grade of service which he entered is to be assured an increment annually till retirement. The All-India Postmen and Lower Grade Staff Union made their suggestions on a different basis. Their rates were stated to be based on an average cost of living index for all-India of 175 to 180 and they advocated the abolition of the zonal differentiation in pay scales. The All-India Postal and R. M. S. Union also suggested scales based on an index of 175, but their pay scales differed from those suggested by the All-India Postmen and Lower Grade Staff Union. The All-India Telegraph Union suggested somewhat different figures for particular categories of employees based on an index of 200. The extent of these variations will be evident from the attached statement which shows the figures suggested by various Unions as also the pre-1931 and the post-1931 scales for purposes of comparison.

Proposal regarding Class III and Class IV Services (referred to in para. 13)

Classification of staff	Reference to Sections of Manual of Appointments and Allowances — Sections as given in Appendix VI of Mr. Rajadhyaksha's report	Old Scale of pay Range of variation	New Scale of pay Range of variation	Federation of P. & T. Unions	All India Postmen and Lower Grade Staff Union	All India Postal and R.M.S. Union	All India Telegraph Union
				Index 180	Index 177	Index 175	Index 200
1	2	3	4	5	6	7	8
Runners	XV	13—/4/—18 17—/4/—22	12—¼—17	55—2—65—105	70—3—130	50—3—80	
Packers, Porters, Office Peons, Workmen, Coolies, Cableguards.	XVIII	14—/8/—19 25—/8/—30	14—1/5—16 16—1/5—18	55—2—65—105	85—5—185		40—3—70
Jemadars, Ferrotypers, Duftries, Record Suppliers.	XVI	19—1—34 30—1—40 20—1—40 60—4—100	16—½—24 20—½—28 16—½—24 20—½—28	55—2—65—105	75—3—135		
Linemen, Postmen, Village Postmen, Shroffs, Bill Sircars.	V	18—1—38 20—1—40 18—1—38 30—1—50 35—4—45 60—4—100	18—½—28 24—½—34 18—½—28 24—½—34 18—½—28 24—½—34	65—2—105	85—5—185	65—5—130	50—5—100
Assistant Mistries, Carpenters, etc.	XIII	18—1—38 30—2—50	16—1—36 25—1—45	65—2—105			

Head Postmen, Departmental Branch, Postmasters, Mail Overseers and Reader Postmen, Inspectors of peons.	IV	35—4—75 80—4—100 40—5—140 40—6—100—5—150	25—2—35 35—2—55	...	...	150—7—200	100—10—350	
Commissionaire, Caretakers, Conservancy Inspectors, Sanitary Inspectors.	XIV	20—1/5—25 100	20—20—2—60 40—40—2—70	75—3—90—125	200—10—250			
Sub-Inspectors . .	XII	35—5—105 40—5—110	35—5—35	75—3—90—125	200—10—300			
Mistries, Cable Mistries, etc.	XIII	35—4—75 120—5—145	30—3—81—85 45—3—96—100	55—5—210	120—10—320	80—5—160—10—250	80—10—250	
Clerks, Sorters, Town Inspectors, Accountants in P. & T. offices, Telephone Operators.	III	35—5—135 60—5—150	35—35—2—80—5—110 45—45—2—90—5—120	40—2—90—5—120	100—5—225			
Clerks in Circle Offices .	I	40—4—80 60—5—160	35—2—55—2—85 50—5—150	35—5—210				
Telegraphists . .	X	55—5—145 80—5—100—10—250	.. 45—45—2—80—4—120	.. 100—5—225	..	..	100—10—350	
Wireless Operators, Carrier Attendants.	VIII	80—5—100—10—250	60—5—160	125—5—250	..	..	120—10—350	
Line Inspectors . .	XI	110—5—135 115—5—140	90—5—115	125—5—250	300—10—350	..	150—10—200	
Engineering, Telephone, Wireless and Electrical Supervisor.	IX	120—5—140—10—290—20—350	80—5—120—10—240	..	..	..	..	
Assistant Foremen . .	VI	150—10—350	100—100—5—120—10—200	..	..	..	150—450 120—350	
Telegraph Masters . .	VII	180—10—230 S. S. 275—10—325 G. S.	130—10—250 ..	.. 140—10—240	.. ..	.. 280—20—320	.. 320—20—400 260—15—350 LSG 360—20—450 USG	
Junior Selection Grade .	II & III	160—10—250	130—6—190	..	..	..	..	
Senior Selection Grade.		250—20—350	200—10—250					

14. In view of the suggestions that had been made in some quarters for differential treatment for employees of the quasi-commercial departments of Governemnt, we attempted to elicit the views of the important associations of P. & T. employees on the subject. The opinion expressed by all of them was that the Post and Telegraph staff should be treated like the employees of any other department of Government for the purpose of fixing their remuneration and that the financial position of the Department from time to time should have no bearing on the subject. The Post and Telegraph Associations, however, claimed preferential treatment for employees of that department for other reasons. Thus a higher rate of pay was demanded for postal clerks on the ground that conditions of work in post and telegraph offices are distinct from other offices, with longer and irregular hours of work, night work and practically no holidays. In the case of a postman also, higher remuneration was claimed than in the case of the ordinary inferior servant or messenger on the plea that he is drawn from a class distinctly superior and must possess the rudiments of literacy. In his reply to our questionnaire, the Director General stated that "In the P. & T. Service, the following special features are also involved: (i) intimate contact with the public, (ii) heavy financial responsibility and liability to make good losses, (iii) inconvenient and longer working hours. These factors were taken into consideration when the 1926 scales of pay were introduced." While agreeing that there is justification for making some differentiation in pay in the case of postal employees *vis-a-vis* the employees of other Government departments, we think that in the past there has sometimes been a tendency to over-emphasise these special factors without regard to the categories concerned. We have also noted a tendency in the representations made to us to claim the advantage of higher pay in comparison with employees in other civil departments on the grounds mentioned above without taking note of the difference in minimum qualifications. At the same time, some of them also ask for preferential treatment in matters like hours of work, grant of overtime, etc.

15. On the question of the classification of services, employees' associations have uniformly demanded the abolition of designations which would give cause for offence such as "Inferior", "Subordinate", etc. The recommendation we have made elsewhere for treating such posts as Class IV and Class III Services will meet this complaint.

16. As regards gazetted posts, the views expressed by service associations and unions representing grades of non-gazetted staff preponderantly favoured the retention of a single gazetted service. This view has also been sponsored by representatives of the Class II Services. Unions of subordinate employees, when asking for a single gazetted service, have also demanded that the posts should be filled by promotion from subordinate ranks While some have conceded that selection for gazetted posts should be based on merit tests, others have pressed for uniform application of the criterion of seniority subject to exclusion of the unfit. The Class II Service representatives in seeking a merger with the Class I Service have, however, expressed themselves unequivocally against any lowering of standards for selection. They complained that the present discrimination in pay was not justified by the nature of the duties respectively performed by members of Class II and Class I Services and was derogatory to the status of the former The members of the only Class I Service to which recruitment is at present made by competition, *i.e.*, the Telegraph Engineering Service represented that

there should be two levels of recruitment, *viz.*, one for Class I and one for Class II and in each class a certain proportion must be by promotion and the remainder by direct recruitment. They argued that telecommunication was advancing so rapidly that it would be difficult to get officers with the requisite qualifications at the lowest level; that whatever might be the post-entry training given in the department, no person could make himself fit for the discharge of the duties of the higher posts in the Service, unless he possessed an engineering degree with a good background of engineering in general as well as sufficient proficiency in electrical engineering.

17. We have discussed at length (in Part II) the question whether there should be two Services—Class I and Class II—as at present, in all departments where the two cadres continue to exist. The view of the majority has been stated to be that this distinction might continue though it should be open to departments to dispense with it where a strong case is made out that such differentiation is not necessary or possible. Applying this test to the case of the P. & T. Services, we feel that the distinction which already exists between the Telegraph Engineering Service, Class I and Class II, may continue. At present, the following categories of posts on the engineering side are borne on the cadre of Class I—Assistant Divisional Engineer (Junior scale), Divisional Engineer (Senior scale), Directors of Telegraphs, Deputy Chief Engineer and Chief Engineer. The following posts are borne on the cadre of Class II—Assistant Engineers and Deputy Assistant Engineers, Grades 'A' and 'B'. Before 1933, promotion from Grade 'B' to Grade 'A' was by seniority, while from Grade 'A' to Assistant Engineer, it was by selection, though the duties of all the posts were interchangeable. The working of the graded system has been a source of complaint. Though promotions could theoretically be made from the subordinate cadre of Engineering Supervisors to posts of Assistant Engineers, it seems to have been the practice to confine the channel of promotion to the intermediate category of Deputy Assistant Engineers, Grade 'A'. With the recruitment to the Engineering Supervisors' cadre of persons possessing more than the minimum qualification (which is only Inter Science), there has grown up a feeling among such entrants to the subordinate service that they have to stagnate in intermediate Class II posts before they can obtain entry into the Class I Service and that the number of those who enter is small. On the other hand, in the revised scales of pay, the different grades have been abolished and all posts placed on a single Class II scale of pay.

There are objections to an amalgamation of the Class I and Class II cadres. One of the main grounds for retaining Class I as a separate cadre is to enable recruitment to be made of the best type of engineering graduate who after some years of training, holding charge of junior posts, could rise to higher executive or administrative posts. The present strength of the Class I cadre has been fixed on this basis and any amalgamation of Class II posts with the Class I cadre would result in a serious unbalancing of the cadre. If recruitment is to be made for a larger number of junior charges that will be borne on the combined cadre, it would certainly involve paying more than is actually necessary to attract recruits with the requisite minimum qualifications for junior posts. Again, if the junior cadre is enlarged out of all proportion to the senior posts, there would be complete stagnation in it which will affect the efficiency and morale of direct recruits who are at present attracted mainly by the prospects of rising further in the service. The entry of a larger number

of promotees from subordinate ranks into the combined cadre would also involve the promotion to executive posts of men well past their prime and thus impair the efficiency of the Service. Alternatively, the setting up of a higher standard of selection for promotion from subordinate ranks to the combined gazetted cadre would further restrict the opportunities at present available for rewarding meritorious service of senior subordinates.

18. For the ordinary time scale posts in Class I in the engineering cadre, the general scale of pay we have already proposed for Class I would be suitable. In this cadre, the posts of Directors of Telegraphs at present correspond to the junior administrative posts. Since the amalgamation of the Posts and Telegraphs Departments in 1914, the administrative responsibilities of these posts are stated to have decreased and they are no longer required to deal with the Traffic Service. The Director is subordinate to the Postmaster General to whom he is a technical adviser and the latter bears the administrative responsibility for the works programme in his Circle, while questions of layout design and projects are dealt with by the Chief Engineer's office at headquarters. In the circumstances, we are not sure whether the posts of Directors should continue to be treated as junior administrative posts or whether they should not be placed in the same category with Deputy Postmasters General. This is a matter which we prefer to leave to the Government to decide. Posts of Chief Engineer and Deputy Chief Engineer should be classed in the senior and junior administrative scales respectively. For the Class II posts, we recommend that a single scale should apply in future to accommodate direct recruits as well as persons who are promoted from lower ranks. We feel that the existing gradation of posts in respect of the pre-1931 entrants is unsatisfactory and the position would be remedied by treating all Class II posts on the engineering cadre as that of Assistant Engineers. It has been pressed before us that the existing ratio of promotions from Class II to Class I cadre is insufficient and should be raised to 50 per cent. or 75 per cent. Complaint has also been made that even the existing rule which provides for 25 per cent. promotion is so worked as not to give Class II staff the full benefit of the rule. With the rise of the minimum qualification for entry to subordinate posts of Engineering Supervisors, it seems to us only right that more opportunities should be given for qualified persons to enter Class I. We are however unwilling to recommend any specific percentage for promotion to the Class I Service. We would also favour the grant of more opportunities for such persons to compete for entry into Class I Service, by waiving or modifying suitably existing restrictions in the matter of age, academic qualifications, etc.

19. One of the complaints made by representatives of Class I Engineering Service was that there is at present less scope for promotion for them to higher administrative posts such as those of Postmasters General, since there is no relative seniority as between Directors of Telegraphs and Deputy Postmasters General who are both eligible for such promotion. We understand that under Rule 26 of the P. & T. Manual, Volume IV, the posts of Postmasters General are filled by selection from the best officers of the Department and seniority being only one factor, there is no substance in the grievance that the engineering service have not had equal opportunities for promotion to administrative posts.

20. In the other Services, the Class I posts are filled by promotion from Class II. The posts borne on the Indian Posts and Telegraphs

Traffic Service, Class I (for which the feeder services are the different Class II Services), include Deputy Director General, Postmaster General, Presidency Postmasters and Telegraph Traffic Service, Class I, as also posts of Deputy Postmasters General. In the Central Service Class I, there are similar posts like those of Assistant Deputy Directors General, etc. There are also posts of Directors of Posts and Telegraphs which carry a special pay in addition to the grade pay of Telegraph Engineering Service Class I or Deputy Post Master General. The number of posts borne on the Telegraph Traffic Service Class I cadre suffered an attenuation as a result of the post-1931 Retrenchment Campaign when Directors of Telegraphs who were in charge of Engineering work in the Circle were also placed in supervisory charge of Traffic work. Due to the stress of traffic during the period of the war and the deterioration in the traffic movement position, some of these Class I posts of Traffic Officers have been revived in the circle offices while the status of officers in charge of certain telegraph offices has also been raised from Class II to Class I. In respect of all these Class I posts, we recommend that subject to our observations *infra* about posts of Deputy Postmasters General the scales of pay may be determined, according to their responsibility, with reference to the Administrative, senior, or junior scale of Class I, we have already suggested. The post of Director General will be equated to that of Additional Secretary, Member Railway Board or Central Board of Revenue, and carry a pay of Rs. 2,750.

21. In regard to Postmasters, posts of Presidency Postmasters (Bombay, Calcutta and Madras) and Chief Postmasters of Delhi and Lahore are included in Class I. These posts carry different scales of pay ranging from Rs. 800—40—1,000 to Rs. 1,000—50—1,500—old scale—and Rs. 750 to 950—revised scales. Postmasters of Karachi, Poona and other Grade 'A' head offices are included in Postmasters' Services Class II, the old scale being Rs. 350—30—650 and new scale Rs. 240—20—480—15—600 for the generality of such posts and Rs. 700—25—800 old scale and Rs. 600 new scale for Karachi and Poona. There is no direct recruitment either to Class II or Class I, the posts being filled by promotion from one grade to another. It was contended before us on behalf of the Postmasters' Association that even the old scales were inadequate for these posts. One of the witnesses suggested that Presidency Postmasters should be placed on a grade of Rs. 1,750—2,150. In the past, these posts were filled by recruitment from a gazetted Postmasters' Service, direct recruitment to which ceased as far back as 1920. The Postmasters' Association represented that some years hence with the present channels of promotion there would be no persons of adequate calibre suited by age and qualification for holding these high posts. They suggested as a remedy that there should be some direct recruitment for the Postmasters' Service Class II so as to provide younger and suitable men for promotion to Class I posts. We recommend that direct recruitment to a limited extent may be tried for Postmasters Class II Service which should be on the same scale as other Class II Services. The extent of direct recruitment might be determined on the basis of the qualifications fixed and the character of the recruits that would be available for promotion from the non-gazetted ranks of Postmasters. The posts of Chief Postmasters and Presidency Postmasters and other charges of Class I Postmasters may according to importance be placed on the senior or junior scale of Class I and promotion allowed thereto from the Class II Service.

22. Superintendents of Post Offices and R.M.S. are entrusted with

the control of post offices other than Presidency Post Offices or first class Post Offices. Their status and pay compare with those of Provincial Service men working under the Local Government and the cadre is filled partly (about 50 per cent.) by promotion from members of the subordinate establishment and partly by direct recruitment. On the ground of the nature and importance of their charges and also on the ground that their recruitment takes place through the same examination as for the I. A. & A. S. and other allied Services, the Postal Officers Association which gave evidence before us argued that their service should be upgraded to Class I. A modified suggestion made by some witnesses was that certain Superintendentships should be classed as Class I posts and those who were directly recruited should hold such charges while those who entered by promotion should hold Class II charges. The Director General stated in his evidence before us that there would be less justification now than originally for retaining the present distinction and classification between Class I and Class II Services but he stressed that there should be identical arrangements applicable to all three branches and so long as in some branches of these services, Class I officers hold posts carrying a higher status, it would be desirable in the interests of harmony and efficiency to retain the two-fold classification in other branches also. We were told that the Department has already under consideration the question of upgrading the service of Superintendents of Post Offices by declaring some of these charges as equivalent to Class I. This may be a step in the right direction if after an examination of the importance and responsibility of the charges, some are placed in Class I. We do not consider it justifiable to make a wholesale upgrading of the Superintendents' Service.

23. In regard to the scales of pay admissible to the above posts, we would suggest the adoption of the junior scale of pay of Class I in respect of such of those posts as may be upgraded to Class I. The senior scale would probably not be necessary unless, in the reorganisation, some charges are constituted big enough to justify their being placed in the senior scale. In regard to Class II, it has been represented to us that the present new scale Rs. 240—20—480—15—600 with probation on 200/220 is extremely inadequate and the regressive rate of increments is particularly undesirable. We would recommend the adoption of the scale suggested by us for Class II Services, namely, Rs. 275—25—500—E.B.—30—650—E.B.—30—800.

24. One of the points mentioned before us in this connection was that the revised scales for Deputy Postmasters General in so far as they equate them with the District charges in the Class I Service are incorrect and unfair. An attempt has been made to compare the posts with those of Directors of Telegraphs who at present are equated with Superintending Engineers on the civil side and are allowed pay equivalent to a Junior Administrative charge. We have dealt earlier with the position of Director of Telegraphs. As far as we can see, the posts of Deputy Postmasters General have, in respect of pay, never been graded on a par with Junior Administrative posts borne on a selection grade or outside the regular time scale of the Class I Services. Prior to 1922, they were on a graded system which was replaced by a time scale Rs. 800—60—1,400, later revised to Rs. 1,000—50—1,500. Having regard to the importance of these posts, even the Jehangir Committee suggested a scale of Rs. 900—40—1,300. We observe that these posts always had higher minima and higher

maxima than ordinary senior scale posts of district officers. It has not been possible for us to know why in the post-1931 revision these posts were classed with ordinary district posts for purposes of pay except it be perhaps for the accident of their classification in the Indian P. & T. Traffic Service Class I along with other posts. This has remained a source of grievance for members of the Service and unless Government had any specific reasons for making a change a reversion to the older position of placing them above the scale of District Officers would seem to be justified. A scale of Rs. 1,000—50—1,400 would be appropriate.

25. *Office of the D.G., P. & T.*— The following scales of pay apply to the different categories of staff in this office:—

	Old scale	New scale
	Rs.	Rs.
Chief Superintendent . .	600—40—800	500—20—600
Superintendents . . .	350—25—600	400—20—500
Assistants	120—8—160—10—350	140—10—310—15—400
Stenographers . . .	150—10—300—12½—400	125—5—180—10—300
Clerks	75—4—155 55—5—155	60—2—80—3—125 80—4—120—5—200

The main demand of the P. & T. Directorate employees was that the scales of pay for Assistants and Superintendents should be the same as in Secretariat Departments. This is already so in respect of Assistants on the new scales of pay; and apparently the desire is that the old scales of the Secretariat should be allowed for the pre-1931 entrants. It was pointed out that the P. & T. Directorate stood on a different footing from other attached and subordinate offices because, there being no intermediate office, files are submitted by the Directorate straight to the Secretary and Honourable Member for orders. On the Secretariat model, it was also claimed that there should be avenues of promotion from the post of Superintendent, namely, to that of Assistant Secretary. The Directorate employees claimed reservation of certain posts like that of Assistant Deputy Directors General for the staff of the Directorate. At present, these posts are held by members of the Postal Superintendents' Service and others on a tenure basis. Since members of the Director General's office are already eligible for such appointment and at least posts of Assistant Deputy Directors General where direct experience of the executive work is not necessary, *viz.*, Assistant Deputy Director General (Cash) are given to this category, we do not see any need for reservation. Nor do we consider it justifiable to grant a Superintendent promoted as an Assistant Deputy Director General pay similar to that of an Assistant Secretary, since the nature of the work is not similar. Where a post of Assistant Deputy Director General is allowed to be held by a subordinate employee of the Directorate, it may not, however, be expedient or desirable that it should be held on a tenure basis as this would involve the reversion of the employee to a lower post. To this extent, we would recommend a modification of the existing arrangements and suggest the waiving of the tenure period. So far as remuneration is concerned, such a post of Assistant Deputy Director General when held by a promoted member of the Directorate staff may be placed on the same grade as that of an administrative officer. Grade I.

For Superintendents, Assistants, Clerks and Stenographers, the general scales which we have suggested for the Secretariat employees should be applied, persons on the old scales being also allowed the option to elect these new scales. Whether in the light of this scheme it would be necessary to continue the post of Chief Superintendent, is open to doubt.

26. *Offices of Heads of Circles.*—The following scales at present apply to different posts:—

	Old scales	Revised scales
	Rs.	Rs.
Office Superintendents . .	350—20—450	200—10—250 with spl.
Head Assistants	250—20—350	200—10—250 pay.
Junior Selection Grade—*i.e.* Head Clerk, Cashier, Assistant Manager, Stock Depot and Clerks in charge of Sections.	160—10—250	160—6—190
Managers of Postal Stock Depots, Senior Grade.	250—20—350	200—10—250
First Division Clerks—Ranging from—	40—5—140	40—5—140
to—	60—5—160	50—5—150
Second Division Clerks—Ranging from—	40—4—80	35—2—55—3—85
to—	60—4—100	45—2—65—3—95

These scales vary in different Circles. Having regard to the uniform rates of pay which we propose for similar categories of staff in the subordinate offices of the P. & T. Department as well as other subordinate offices, we think that there should be uniform rates for these categories in Circle Offices also. In the evidence tendered before us, the All-India Postal (including R.M.S.) Administrative Officers' Union demanded that clerks working in Circle Offices should be given the same scales as provincial Secretariat clerks or clerks in the office of the D.G.P.&T. They contended that their work was of the same nature as that performed in Secretariat offices and quoted a letter from a previous Director General (who was also Secretary to Government) expressing his hope that in the revision of the pay scales, the authorities might take into account the higher quality of work that was expected from staff in Circle Offices. They contended that although the Heseltine Committee brought down the Circle Office pay scales to the level of post office clerks, the Circle Office Clerks were given higher pay in the post-1931 revision, in recognition of the higher standard of their work. We recommend that the scale of pay for First and Second Division Clerks (for both of which categories the minimum qualification at present is matriculation) should be Rs. 68—4—120—E.B.—5—170 and Rs. 55—3—85—E.B.—4—125—5—130 respectively. Should it be considered expedient to reorganise the staff so as to constitute a cadre the minimum qualification for direct recruitment to which would be a University degree, the scale of pay for persons in the cadre should be Rs. 80—5—120—E.B.—8—200—10/2—220. Posts on the Junior Selection Grade may be on a scale of Rs. 160—10—250. Higher Supervisory posts may remain on three grades namely (i) Office Superintendent—Rs. 300—20—400 (with no special pay), (ii) Selection Grade (Senior) for Head Clerk or Head Assistants—Rs. 250—15—325, and (iii) Junior Selection Grade—Rs 160—10—250.

27. Another point raised by the employees of the Administrative Offices was that certain posts of Assistant Postmasters General should be reserved for the office staff. At present, these posts are borne on the cadre of Superintendents of Post Offices who hold them on a tenure basis, the underlying idea being that there should be flow of fresh blood in the Circle Offices and that the experience gained in turn at the head office and while doing executive work by personnel belonging to the executive services would conduce to administrative efficiency. We have been informed that while it will be possible for an office man to hold a post of Assistant Deputy Director General dealing exclusively with office and personnel matters, such an appointment cannot in practice be made in the Circle Offices as all Assistant Postmasters General are required to possess intimate executive knowledge. We do not agree that office employees of the administrative offices are entirely blocked from further promotion because they are eligible to appear in the competitive examination for entry into the grade of Inspector of Post Offices and R.M.S. and if successful therein they would have a regular channel of promotion to the grade of Superintendents of Post Offices which is filled 50 per cent. by promotion.

28. *Clerical and Allied Services in the subordinate P. & T. Offices.*—Over 150 different scales of pay are at present in force for subordinate and inferior staff. The following statement indicates the extent of the variation:—

	Old scales	New scales
(*i*) Sub-Postmatsters, Town Inspectors, accountants in P. & T. Offices, Telephone Inspectors, Telephone Operators, Clerks in Post and Telegraph Offices, Departmental Telegraph Offices and wireless branches and Sorters in the R. M. S.	Ranging from Rs. 35—5—135 to 60—5—160	Ranging from Rs. 35—35—3—80—5—110 to 45—45—3—90—5—120
(*ii*) Junior Selection Grade, *i.e.*, Postmaster, Deputy Postmasters, Sub-Postmasters, Accountants, Head Clerks, Inspectors of Post Offices and R.M.S., Head Sorters, Wireless Investigating Inspectors.	160—10—250	130—6—190
(*iii*) Senior Scale—Postmasters, Deputy Postmasters, Assistant Superintendents, Head Clerks	250—20—350	200—10—250

The Jehangir Committee commented adversely on this variety of scales applicable to clerical personnel (see paragraph 11 *supra*). They recommended that the clerical cadre should be provided with two divisions—a lower division to provide for work of a routine nature and an upper division to provide for work of a more difficult and responsible character, the minimum qualification for the former being matriculation with scope for promotion from postmen and from among men of corresponding status and the

latter to be filled partly by promotion from lower division and partly by direct recruitment of persons with higher qualifications. We understand that this part of the recommendations of the Jehangir Committee was tried but abandoned mainly on the ground that the work to be done in a post office did not permit of clear demarcation between the two grades of clerks and that personnel had often to be changed from working as clerks, counter clerks, etc., to sub-postmasters and *vice versa*. It has been claimed before us that post office clerks should get more pay than clerks in other offices because of the nature and conditions of their work which involve attending to the public, handling money and valuable articles, irregular duty hours and often working during the night. These hardships are also incidental to the duties of bank clerks, insurance clerks, or railway booking clerks. A considerable part of the duties of postal employees involves work of a repetitive routine character. In recognition of the nature of the work in the P. & T. Department, we recommend that the scale for clerks, etc., should be Rs. 60—4—120—E.B.—5—170. For the Junior Selection Grade we recommend Rs. 160—10—250 and for Senior Selection Grade Rs. 250—15—325.

29. In this connection, we may refer to certain specific representations which have been made to us on behalf of certain classes of employees. The All-India Posts and Telegraphs and R. M. S. Employees' Union represented that personnel employed in the R. M. S. side of the P. & T. were at a disadvantage in the matter of opportunities for promotion to selection grade posts as well as to gazetted posts as the proportionate number of such posts was smaller in the R. M. S. Divisions. Objecting to the present practice according to which postal Accountants are only paid Rs. 10 as special pay in addition to their grade pay as clerks this union claimed that all posts of Postal Accountants should be placed in the lower selection grade and all persons now acting as Accountants should be so confirmed. They further made a grievance that one of the results of a person qualifying as an Accountant was that he was often denied the chance of becoming a sub-postmaster. It was similarly urged that a larger number of time scale sub-post offices should be brought on to the Selection Grade. A similar grievance was also voiced by the representatives of Town Inspectors who claimed that the conveyance allowance of Rs. 30 allowed to them was inadequate, that the posts should not be regarded as in the ordinary time scale since under the present arrangement (according to which it is filled on a tenure basis) the incumbents on reversion to their original cadre of clerks had to work in a capacity subordinate to the very officials whose work they had supervised while working as Town Inspectors. Since the main duties of Town Inspectors as laid down in the P. & T. Manual are primarily to supervise the work of postmen and other lower grade staff working outside the office, the demand for upgrading all the posts does not appear *prima facie* justified. The fact that on reversion they lose their special pay, or conveyance allowance cannot of itself be regarded as a legitimate grievance. We would however recommend to the Government to consider whether in all these cases some posts could not be brought on to a selection grade. In the alternative, Government may consider the grant of a higher rate of special pay for posts of accountants, town inspectors, etc.

30. Inspectors of post offices represented as a grievance their present gradation along with others in the lower selection grade in the post offices. They argued that this was not fair as they shouldered important administrative duties, held charge of a postal sub-division and in relation to the

Divisional Superintendent they considered themselves in the same position as a Sub-Divisional Officer to District Collector. They asked for a special scale of Rs. 300—450. Other grievances were that on deputation to the post of Investigating Inspector in the Postmaster General's Office they got no increase in pay and that their duties were interchangeable with those of head clerks in offices of Superintendents of Post Offices which was derogatory to their status. If such a posting was necessary, they claimed that Inspectors should be called Assistant Superintendents and allowed a special pay. They also desired that irrespective of pay they should be treated as Second Class Government officials for purposes of Travelling Allowance. We consider that the existing position as regards posts of Inspectors of Post Offices is on the whole satisfactory and the basic scales of pay which we have suggested would allow adequate remuneration for persons promoted from subordinate cadre after a qualifying test. If when they are posted as Investigating Inspectors in the Postmaster General's office or as Head Clerks in the Superintendent's office, their responsibilities become heavier or the nature of their work more difficult or arduous, the Department may consider the question of granting them a suitable special pay. There is something to be said in favour of the request that the post of head clerk in the offices of the Superintendents of Post Offices, which is borne on the cadre of Inspectors of Post Offices, should be redesignated.

31. We have received representations from the P. & T. Accountants Service working in the headquarters offices that in addition to their scales of pay, (which in the case of Senior Accountants is at present equal to those of the Subordinate Accounts Service men in the Audit Department) they should continue to get the special pay which they are receiving at present. We understand that the Senior Accountants are now recruited from the personnel of the department who have qualified themselves by passing a departmental examination similar to the S. A. S. examination. In justification of these claims they argued that while Accountants in the Postal Audit Department have merely to audit the accounts, the Accountants in the Directorate and Circle Offices have, in addition to their duties as Accountants, to perform certain executive and administrative work. This service was formed in 1938 and replaced Assistants who were previously doing these functions in the Directorate and Circle Offices. We do not consider that the duties of P. & T. Senior Accountants, who as Departmental Accountants are required to assist executive officers in dealing with all matters in which financial issues are involved, differentiate them in any way from the S. A. S. passed men in the Audit Department or the Senior Accountants in the Railway Department. For ensuring greater uniformity of treatment for the services as a whole, we recommend that the scales of pay for the Senior Accountants of the P. & T. Accounts Service in charge of supervisory duties should be on a par with the scales we have recommended for the Accounts staff of other departments, namely either a running scale of Rs. 200—500 or a scale with two grades, i.e., Rs. 200—10—350 and Rs. 350—15—380—20—500. For ensuring a proper standard of efficiency in Accounts, we would also recommend that the standard for P. & T. Accountants examination should be fixed in consultation with the Auditor General. We do not consider that any special pay is justified either for the Senior Accountant or for the Accountant Superintendent; nor do we feel that a special pay is justified for the Accounts Officer who should draw the same scale of pay as Assistant Accounts Officers in the Audit Department, namely, the Class II scale. As regards the class now styled as Junior

Accountants, their position seems to correspond to that of Divisional Accountants and we recommend that the scales of pay we have proposed for Divisional Accountants should apply.

32. The Telephone Revenue staff made certain representations for the creation of additional supervisory posts on a selection grade. Some supervisory posts are borne on the clerical cadre with an addition of a special pay and there are also a number of supervisory posts which are on the selection grade. They stated that the number of supervisory posts on the selection grade is very small, being shared with the P. & T. Accountants Service. They complained that the strength of the office is inadequate and demanded that it should be determined on the basis of a time test and one supervisory post on the selection grade should be allowed for every 10 clerks and the present practice of giving Rs. 20 only as a special pay to a clerk supervising the work of a group should be discontinued. They also represented that the present standard output required from them on the Comptometer was excessive and should be reduced from 1,000 to 800 and they asked that the allowance paid for additional output should be adequately increased. These are matters for expert assessment. They also claimed that their scales of pay should be on the same level as for the P. & T. Directorate or attached offices of Secretariat or at any rate on a par with Accounts Offices. We do not think that the nature of the duties performed by the clerical staff of the Telephone Revenue Office warrants a scale of pay for them different from that recommended for Circle Offices. As regards the inadequacy of the number of supervisory posts, we are unable to make any specific recommendations, but inasmuch as any improvement in supervision is likely to increase the efficiency and the revenue, we would recommend to Government that the question may be further examined.

33. *Subordinate Telegraph Engineering & Traffic and Supervisory Workshop staff.*—The following are the main categories of the non-gazetted upper subordinate staff working in the Telegraph Branch of the Department:—

	Old scale	New Scale
	Rs.	Rs.
1. Sub-Inspectors, Telegraph Engineering Branch—		
Ranging from	35—5—105	35—5—85
To	40—5—110	
2. Line Inspectors, Telegraph Engineering Branch—		
Ranging from	110—5—135	90—5—115
To	115—5—140	
3. Telegraphists—		
(*a*) General Service	80—5—100—10—250	45—3—60—4—120
(*b*) Local Service	55—5—120—10—180	
(*c*) Station Service—		
Ranging from	55—5—145	
To	80—5—170	

	Old Scale	New Scale
	Rs.	Rs.
4. Wireless Operators	80—5—100—10—250	60—5—150
5. Supervisors in Telegraph Engineering Telephone and Wireless Branches—		
(a) Engineering and Electrical Supervisors	120—5—140—10—290—20—350	80—5—120—10—240
(b) Wireless Supervisors		
(c) Cable Supervisors	150—10—350	
6. Telegraph Masters—		
(a) General Service	275—10—325	130—10—250
(b) Local Service	200—10—250	
(c) Station Service	150—10—230	
	200—10—250	
7. Assistant Foremen, Instrument Testers, Examiners and Estimators	150—10—350	100—100—5—120—10—200
8. Foremen—		
1st Class	500—20—700	320—15—440
2nd Class	200—10—300—20—500	

In regard to the posts of Sub-Inspectors and Line Inspectors we recommend that the scales of pay should be Rs. 55—3—85—4—105 and Rs. 105—3—140—10—160 respectively.

In regard to telegraphists, the Telegraph Unions complained about the existence of a number of scales of pay. This was partly due to the fact that there are still persons recruited on the General or the Station scales; but since 1931, telegraphists have been normally recruited for Circle Service only and we consider this should be the basis for future recruitment. We would accordingly normalise the scales of pay in respect of this category. It has been claimed on the one hand that the telegraphists besides their minimum educational qualification possess an additional technical qualification and their work is specially arduous. On this ground it has been demanded that they should receive higher pay than the ordinary office clerk. On the other hand, it has been contended on behalf of the postal employees that their work which involves split duty, contact with the public and heavy financial responsibilities is of a more onerous character and they claimed that following the practice in the U. K., where counter clerks are graded higher than telegraphists, postal clerks should be allowed a higher rate of pay. We recommend that the same scale of pay should apply to both categories and the scale of Rs. 60—4—120—E.B.—5—170 should apply to all telegraphists.

84. In their evidence, some of the associations pointed out certain anomalies in the present system of remuneration of clerks and telegraphists. Clerks who have qualified as postal signallers were, it was stated, employed on telegraph duties in combined offices but in spite of their liability to both kinds of service they received no addition to pay. By placing telegraphists, clerks, sub-postmasters, etc., on a common pay scale, many of these anomalies in grading would be avoided.

85. Wireless operators are recruited through the same examination as Engineering Supervisors, the minimum qualification being Inter Science. While the top candidates are taken as Engineering Supervisors, those lower

down the list are recruited as Wireless Operators. As the duties and conditions of service of the latter are more onerous than those of telegraphists, we recommend the scale of Rs. 80—5—120—E.B.—8—200—10/2—220 for Wireless Operators. The same may apply to Carrier Attendants on the presumption that recruitment will be made through the same examination. Our attention was drawn to the anomaly resulting from the grant of proficiency allowance to Wireless Operators who by the fourth year of their service will be getting more total emoluments than Engineering Supervisors if their proficiency allowances are taken into account. This only throws doubt on the expediency of awarding such large amounts as allowances and we do not think this warrants giving a better initial pay to the Engineering Supervisors than we have recommended.

36. In the case of Supervisors in the Telegraph Engineering and Wireless Branches, so long as the minimum qualification is not higher than at present, namely, I.Sc., and training is imparted after recruitment to the Department, we do not consider a higher scale than Rs. 100—8—140—10—300 would be justified. Should it, however, be decided to recruit as Engineering Supervisors persons with an engineering degree so as to secure a better type of recruit for promotion as Assistant Engineer (Class II), it may be proper to give a higher initial pay.

37. Posts of Telegraph Masters are filled by promotion from telegraphists. We recommend that the scale of pay should be Rs. 160—10—300, the service being organised on circle basis.

38. For Assistant Foremen or Junior Foremen we would suggest two scales of pay, *viz.*:—Rs. 150—7—185—8—225 and Rs. 200—10—300 as in the Railways; for Senior Foremen, the scales of Rs. 260—15—350; Rs. 320—20—400 and Rs. 300—20—500 may be allowed, according to the importance of the charge. We have reason to think that the terms "Assistant Foremen" and "Foremen" are used somewhat loosely and applied to a variety of workshop staff. The scales recommended above would be applicable only to the principal supervisory staff in the bigger workshops.

39. Besides the categories mentioned above, there are a number of intermediate classes of employees who in view of the maximum of their pay scales exceeding Rs. 60 may have to be regarded as Class III services. Instances are Head Postmen, Departmental Branch Postmasters, Mail and Cash Overseers, Overseer Postmen, Readers or Sorting Postmen for whom the old scales of pay ranged from Rs. 35—4—75 to Rs. 60—4—100 and the new scale of Rs. 35—2—55 was sanctioned in the post-1931 revision. To this class also belong the Inspectors of Peons who are on the same revised scales of pay, though the range of their old scales was higher. For this class, we recommend a scale of pay of Rs. 55—3—85. There are also certain categories of skilled artisans, such as Carpenters, Painters, etc., in respect of whom a scale of pay with the maximum higher than Rs. 60 may have to be allowed for the higher skilled category. Though these will normally be in the Class IV service, we have recommended for the highest skilled category a scale of Rs. 60—5/2—75 which will place those drawing this scale of pay in the Class III service. Another class of employees are the Mistries of Telegraph Engineering Electrical and other Branches of the P. & T. and Assistant Mistries in those Branches who are really skilled mechanics. Representatives of these categories have objected to the present classification as derogatory. We understand that a new

service of Telephone and Telegraph Mechanics has recently been formed under the D.G.P. & T. Memorandum No. A. 3-5-16/45, dated 8th October 1946, under which a higher scale of pay has been sanctioned for this category. It is not clear whether it is intended to replace all existing scales and to absorb existing personnel in the new cadre. In the circumstances, we do not make any recommendation as regards this category.

40. *Class IV Services.*—Posts now regarded as lower grade posts should be grouped in the Class IV service. The following are the categories of such posts with their existing scales of pay:—

	Old Scale Rs.	New Scale Rs.
(i) Packers, Porters, Chowkidars, Watchmen, Gatemen, Hamals, Durwans, Office Peons, Farashes, Mail Peons, Van Peons, Boatmen, Manjhis, Tindals, Machinemen, Watermen, Lascars, Cable Guards, Batterymen, Pressmen, Distributors, Firemen, Liftmen, Weighmen, Lampmen, Khallassies, Coolies and Messengers other than Taskwork Messengers and Daffadars	Ranging from 14—½—19 to 25—½—30	Ranging from 14—1/5—16 to 16—1/5—18
(ii) Daftries, Jamadars	19—1—24 to 30—1—40	16—½—24 to 20—½—28
(iii) Boy Peons, Boy Messengers, etc.	8—1/3—10 to 18—1/3—20	8—½—11 to 12—½—15
(iv) Task-work Messengers (* In addition to task-work earnings).	8—¼—13 to 12—¼—17	6—1/5—8 to 8—1/5—10*
(v) Record Suppliers	20—1—40 to 60—4—100	16—½—24 to 20—½—28
(vi) Runners	13—¼—18 to 17—¼—22	12—1/4—17
(vii) Carpenters, Painters, Bicycle Mistries, Asstt. Mistries, etc.	18—1—38 to 30—1—50	16—1—36 to 25—1—45
(viii) Linemen	18—1—38 and 20—1—40 (with compensatory allowances)	18—½—28 to 24—½—34
(ix) Postmen, Village Postmen, Mail Guards in the R. M. S., Departmental Stamp Vendors.	18—1—38 to 30—1—50	18—½—28 to 24—½—34

We recommend that the following scales of pay should apply to the categories mentioned above:—

	Rs.
(i)—Packers, Porters, etc., except where they can be regarded as semi-skilled or skilled	30—½—35
(ii)—Jamadars, Daftries, etc.	35—1—50
(iii)—Boy Peons, Boy Messengers	20—½—25
(iv)—Taskwork Messengers (*Plus* Taskwork earnings which would have to be revised)	20—½—25
(v)—Record Suppliers	40—1—50—2—60
—Runners	30—½—35
(vii)—Carpenters, Painters, etc.	35—1—50
	40—1—50—2—60
	60—5/2—75
(viii)—Linemen	35—1—50
(ix)—Postmen, Village Postmen, etc.	35—1—50

41. In recommending the above scales of pay for the lower grades we have kept in mind not only the general considerations regarding minimum wage which we have explained in Part II but also the special character of the duties and responsibilities attached to employees of the postal department. In the case of Boy Peons and Task Work Messengers, we have recommended scales of pay lower than what we have generally recommended as the ordinary minimum wage because of the following special considerations:

(i) The boy peon is recruited at an early age when he does not normally have to maintain an average family for which the minimum wage is required; his work is also lighter.

(ii) In the case of the taskwork messenger, as the basic pay is in the nature of a retainer and is supplemented by taskwork earnings, we do not consider that the full minimum is required as a basic pay. We have received representations that the taskwork system of payment should be replaced by the employment of messengers who will draw an inclusive salary. In view of the nature of the work done by them, we consider that efficiency of service and despatch in the delivery of messages can only be achieved by a combination of pay and taskwork earnings.

42. *Miscellaneous Demands.*—One of the complaints made before us on behalf of engineering supervisors on the old scales of pay was that by reason of their allocation to three different branches working as water tight compartments, *viz.*:—engineering, telephones and electrical, their prospects of promotion to Class II were affected. We however learn that there is at present no serious hardship on this account. Some of the witnesses also considered that the term Supervisor was derogatory to men with technical qualifications and they suggested that the category should be redesignated Technical Assistants. There was also a demand for lifting the age bar for eligibility to appear for the Class I recruitment examination as departmental candidates. This will be covered to a certain extent by our general recommendations in this behalf but we are not prepared to dispense with the age limit altogether. The representatives of the Supervisors also asked that pay for this cadre should be raised to the level of technical assistants in other branches of the Central Government or Block & Signals Inspectors of Railways. Inasmuch as the maxima of the scales asked for are higher than the minimum which at present obtains for the Class II, it was also demanded that the minimum for Class II should be raised so as to ensure an adequate increase in pay of supervisors on promotion. If there should be an overlapping in scales, we do not consider it a serious objection. The Engineering Supervisors also mentioned as a grievance the creation of a new temporary cadre of Assistant Engineers (Development) in the Class II service which was filled entirely by direct recruits. If the new cadre is to be retained, we think that their claim that members of the subordinate cadre should get some posts by promotion deserves to be sympathetically considered. Engineering subordinate of all grades also represented that the conveyance allowances now given (by way of cycle allowances or allowances for the maintenance of a motor cycle) were inadequate. We do not feel that employees on subordinate grades of pay should be required or encouraged to maintain a motor car by the grant of an allowance any higher than would suffice to meet the maintenance of a motor cycle.

43. There was a general complaint against the multiplicity of scales of pay for telegraphists, telegraph masters, etc. While we have recommended normalisation of scales of pay in future on the basis of circle scales, we must discountenance the suggestion for a general increase on the basis of the general service rates. There was also a complaint that telegraph offices are at present understaffed because a higher output figure has been adopted from time to time which raised the basic rate out of all proportion to any increase which could be directly attributed to improvement in the transmitting instrument. We were told that in this respect there was a departure from the standard rates. There was also a general disposition to complain against the periodical tests of efficiency and output which are at present in vogue particularly for the cadre of telegraphists. These being technical matters, we can only bring the complaints to the notice of the Government. One of the Unions endeavoured to claim a larger proportion of promotion posts for telegraphists by suggesting that the present ratio of 1:10 for supervisory posts of telegraph master *vis-a-vis* telegraphists should be raised to 1:6. As no *prima facie* justification was adduced for this proposal, such as the strain on telegraph masters due to the number of telegraphists whose work they had to supervise, we are unable to support this request. The same remark applies to the claim that the ratio of selection grade clerks to ordinary clerks should be changed from 1:12 to 1:10. It was next mentioned that clerks working in Telegraph Offices should be trained in telegraphy and placed on the telegraplists cadre so that telegraphists who are tired out or who have passed the peak of their efficiency can have relief from the physical strain of working on the instrument by being posted to counter duties. As we have recommended a common rate of pay for clerks and telegraphists we have no objection to this proposal if the department will find it practicable to give effect to this suggestion. Another demand was that all monitors' appointments should be on the selection grade and that the present system of departmental tests for promotion from telegraphists to telegraph master should be replaced by a system based on seniority subject to fitness.

On behalf of telegraph office clerks, a claim was made that the non-technical posts of Assistant Superintendents at present filled from the telegraphists cadre should be reserved exclusively for them as they had no other outlet for promotion. These matters may be considered by the Department.

44. The telephone staff claimed that the telephone operator as a skilled worker should get more pay than clerks. Considering the nature of the training which is required for operators and the responsibilities undertaken by the postal clerks, we cannot agree to this demand for increased pay. It was also demanded that the clerical staff supervising the work of operators in small telephone exchanges where telephone supervisors are not appointed should be placed on the monitor grade. In regard to the new category of carrier attendants, it was demanded that they should have the same pay as wireless operators and should receive promotion to the grade of Carrier Supervisors in the same way as wireless operators instead of allowing such posts to be filled by Engineering Supervisors. We think it proper to bring these claims to the notice of the Administration. A demand was also made on behalf of the staff taken over with telephone companies—for whom a guarantee had been given in respect of their existing rights and privileges—that they should be allowed to opt out of the old scales of pay when improved scales are allowed all round to departmental staff. This would be a claim to have the best of both worlds unless the staff accept

the revised scales of pay and other features of the Government scheme of conditions of service as a whole in place of their old terms. Employees of one of the main telephone exchanges complained that night duty should not be the exclusive burden of the male staff and that hours of work should be equal for both sexes. They also complained that the rates of pay for men were lower than those for women. In the nature of the work, night shifts are necessary in a telephone exchange and under existing conditions we are not prepared to advise any change in respect of the employment of women for night duty. In regard to the employment of women on higher rates of pay, the Director General was of the opinion that from the point of view of efficiency, women proved better than men for this type of work. The average service of women employees is also shorter since many of them have to leave service on marriage and the higher scales for women workers therefore seem justified.

Telephone Inspectors also asked for reservation of some posts of Engineering Supervisors for promotion from their ranks instead of putting them as at present in a common pool where they have to compete with telegraphists and others. A demand was also made on behalf of the telephone staff that they should be paid pie money on the same basis as telegraphists for every additional call which they were able to get through above a fixed number! We are unable to accept these claims.

45. On behalf of the P. & T. Industrial Workers' Union, the main demands which were made before us were that in future there should be complete parity of treatment in matters regarding leave, pay, provident fund, etc., with other industrial staff employed by Government. A minimum wage of Rs. 60 including allowances was demanded as basically necessary for an unskilled worker on the present level of prices. They also demanded the abolition of the piece-work system not on the usual grounds but because the piece-worker was at present unable to earn an adequate wage owing to the dearth of work in the P. & T. Workshops. Some of the witnesses mentioned that this was largely due to the circumstance that even where work could be done better by departmental agency and had been demonstrably shown to be more economical, contracts for work were still being placed with private firms. Although this is not a matter with which the Commission are directly concerned, we consider that it should be brought to the notice of Government for suitable action.

As regards the other requests of the industrial staff of the P. & T. Department such as abolition of the daily rated system, improvement in conditions of service of temporary staff, etc., what we have recommended generally for industrial employees of Government should cover their case. We commend in particular a proposal made by the union for the provision of proper training facilities in the department for all categories of labour so that the efficiency of the workers could be improved.

46. A claim was also made on behalf of linemen to be promoted as wiremen and mechanics. Subject to their being fit for the jobs, we do not see why there should be any objection to such a promotion.

Another demand made before us was that certain special privileges should be allowed for the P. & T. staff analogous to free passes allowed to railway workers. They instanced free postage facilities, free M. O remittances, etc., to a limited extent as suitable concessions. We consider this analogy pushed too far.

A few further demands made on behalf of the lower grade staff were:—

(a) reservation of a percentage of posts of munshi markers for promotion from taskwork messengers in case the former posts are upgraded;

(b) creation of new posts of Head Packers in order to allow parity of opportunities for promotion to packers, as postmen had a promotion cadre as head postmen;

(c) change of designation of overseer postmen to Assistant Inspector;

(d) extra allowance for staff handling foreign mails.

While we have no hesitation in recommending that taskwork messengers who are fit for promotion should be allowed the same opportunities for promotion to munshi markers as postmen are allowed in the matter of promotion to clerical cadre, we cannot recommend any reservation considering the routine character of work of task work messengers. Nor can we support the demand for additional promotion posts (as it is not warranted by the nature of the work) or the payment of additional allowance claimed for the handling of foreign mail as that would normally fall within the duty period fixed under the time tests.

Some of the Unions objected to the employment of boy peons but on examination we found that there was nothing wrong in the system of recruiting boy peons or ordering their confirmation or promotion in due course. Such employment is in certain circumstances likely to be for the benefit of juveniles and there is no evidence that juvenile labour is being exploited; the demand seemed to be purely with the object of creating additional opportunities of employment for adult workers who were normally not required for work of the description done by boy peons.

47. For none of the non-gazetted ministerial grades in the P. & T. Department is the minimum qualification of a University degree prescribed. The practice of allowing higher initial pay for graduates appears to have fallen into disuse and while there was a section of opinion among witnesses for its revival there was strong opposition from non-graduates both to the grant of higher initial pay for men with higher initial qualifications and for allowing such persons higher seniority and preference in the matter of further advancements.

48. There was also some complaint that the time test formulæ fixed in Sir Gurunath Bewoor's report were too low in some instances and that the strength of the staff was not fixed even in accordance therewith. Where their application would result in the need for posting more men to supervisory posts or selection grade posts, it was said there was a tendency on the part of the department to whittle down the benefit by adopting economy devices. One instance mentioned was that the rule about having one Supervisor for 6 Sorters was evaded by employing sub-sorters on certain sections or part of a section where traffic density was very heavy. Another complaint was that for certain categories, no proper time test had yet been prescribed, for instance in the case of postmen. The Lower Grade Staff Union suggested that the formula should be based on the distances travelled, stairs climbed and the volume of mails delivered. On examination it was found that the complaint that there was no formula for this purpose is not true, since under the Post Office Manual the number of postmen is fixed on two bases (i) a beat of 10 miles, and (ii) a working day of 8 hours.

49. As regards hours of work, reduction in overtime duty, call duty, additional holidays, etc., the Unions of employees represented that one obstacle to staff enjoying these benefits as well as getting leave when required was the inadequacy of the present leave reserves. Among suggestions made were that leave reserve for R. M. S. should be increased from 20 to 25 or 30 per cent.; that for telegraphists from 17 per cent. to 25 per cent. and the reserve for other staff should also be maintained up to 25 per cent. Even making allowance for the more exacting nature of the duties in certain branches of the P. & T. Department, such as in the telegraph, R. M. S., etc., we find that the leave reserve is already higher than that of other civil departments and while bringing these complaints to the notice of Government, we refrain from making any specific recommendations.

50. There were complaints that stoppage of increments as a form of punishment should be abolished as also transfers as a measure of punishment. It was represented that transfers shou'd, as far as possible, be avoided and if ordered the reasons therefore should be stated. We consider this an unreasonable demand as it would hamper the efficient working of the department. The only case in which there could be a justifiable grievance on transfer would be in case of posting to remote or unhealthy places for which no compensatory allowances are at present being allowed. One suggestion made was that in bad climate areas only persons belonging to the locality should be recruited to serve while another was that the term of service of employees posted to such areas should be limited. The first suggestion seems impracticable and we would recommend that as far as possible the second suggestion may be adopted.

51. Some of the staff serving in remote areas or hill tracts complained that the present allowances were inadequate. It was also brought to our notice that the lower grade staff serving in the Nilgiris were not allowed the hill allowances which are at present admissible to local Government staff and also to clerical staff of the P. & T. Department presumably under the impression that such staff are locally recruited. We were told that this is not the case and that lower grade staff are actually recruited from the plains and still do not get the allowance. The staff serving in Waziristan complained that they were not paid family allowances even when posted to non-family stations, and stated that the incidence of service in non-family stations was at present very heavy and could be reduced if the circle was enlarged so as to include some of the Punjab Districts. They also mentioned that in respect of persons serving in remote areas in Waziristan, the concession which is allowed to personnel serving in the Defence Forces, namely, that when they proceed on leave, leave is counted from the date of arrival at the nearest rail head up to which transport facilities were provided was not admissible to postal staff. These and similar questions are matters where a suitable amelioration of the hard conditions of service would strengthen the morale and contentment of staff.

52. In the case of Wireless Operators, the Unions made a demand for a higher scale of remuneration based on the rates of pay allowed to similar staff in the All-India Radio and the Civil Aviation Department. The rates of pay which we have recommended would ensure parity as far as possible with the A. I. R. staff. Inasmuch as the rates of pay for the Civil Aviation staff were fixed recently without our being consulted we do not see our way to accepting the comparison. The Director General, Civil Aviation, justified

the special scales of pay for staff in his department on the ground that their position was unique, because they required a high degree of scientific and engineering skill and on their reliability and accuracy depended the safety of the lives of air borne passengers.

53. One grievance which we consider should be dealt with sympathetically is that regarding the recruitment of seasonal postmen. As far as possible such employees should, if they cannot be utilised otherwise, be retained on a basis somewhat on the lines of field staff of the Survey of India.

54. In regard to recruitment and promotion, various views have been expressed before us. The All-India Telegraph Union demanded that all recruitment for the Department should be made by a Central Board of Examiners and there should be no communal principle in the matter of recruitment. Another complaint made by the All-India Postal and R. M. S. Union was that the Selection Board procedure as worked at present for the Inspector Examination was unsatisfactory since the Board made their selection without having before them the results of the written examination and undue weight was given to the impressions of the Board. The Federation of P. & T. Unions suggested qualifying examinations for all promotions from grade to grade and maintained that despite the drawback of the examination system it was likely to be a more impartial procedure for selection than any other and to some extent the defects of the examination system could be remedied by allotting 50 per cent. of the marks for written examination and the other 50 per cent. equally for marks allotted in the interview and marks based on the previous records of the candidates. It was suggested that the Department would do well to have a Board comprising 4 or 5 trained examiners. We do not deal with these suggestions at length as the question of method of recruitment has not been referred to us. We however agree that selections made by a Board rather than by an individual and on the results of examinations would tend to give greater satisfaction all round. But we are doubtful whether the examination test can be applied at every stage of selection.

55. On behalf of the lower grade staff it was demanded that an outstation allowance should be paid for village postmen and that a reduction should be made in the load limit which postmen are expected to carry. It was also asked that an adequate hire should be given in such cases to postmen who were required to engage help for carrying delivery articles. In regard to the first point, we may observe that the basic scale of pay which we have now fixed for village postmen is liberal enough to allow an adequate margin. Considering that only adults are employed as postmen, we feel there is no justification for the reduction in the weight limit asked for but we do sympathise with the demand for adequate hire on occasions where the mails to be carried require such payments to be made.

56. A demand has been made for residential accommodation near the place of work or the grant of a conveyance allowance in the case of R. M. S. staff as well as postal staff working on split duty. These questions in so far as they relate to the generality of public servants have already been dealt with. We however feel that the case of staff liable to split duty requires special consideration. The allowance of 45 minutes now made in calculating their duty hour may not meet all cases particularly where the employee has to reside at a considerable distance from the office

57. *Hours of duty.*—The present working hours and the computation for night duty, etc., vary from category to category of employee in the P. & T. Department as will be seen from the particulars below:—

1. Telegraphists and Telegraph Office Clerks. Mistries and Assistant Mistries in Telegraph Offices and Telephone Exchanges. Delivery Peons in Telegraph Offices.	50 hours per week. Daily 8 hours, if duty commences at or after 5 hours and ceases before 21 hours; 7 hours if it begins before 19 and terminates at or after 21 hours or which begins before and ends after 5 hours and 6 hours if duty commences at or after 19 hours and ends before 5 hours. On Sundays and telegraph holidays average attendance of two hours is required.
2. Telephone Operators and Carrier and Repeater Attendants.	45 hours per week, irrespective of whether duties are performed during day or night, and on Sundays or holidays.
3. Wireless Operators .	45 hours per week, irrespective of whether duties are performed during day or night and on Sundays or holidays. Hours of duty are computed on a weekly basis, allowance being made for a weekly rest day. All duty performed on weekly rest day will be given an overtime allowance.
4. Post Office Clerks . .	8 hours per day except on Sundays. No fixed duty period on Sundays and Post Office holidays. Duty entirely by night is fixed at 6 hours, 6 to 20 hours being counted as day and the rest as night. Where only part of the duty is by night, each hour of duty by night is considered as equal to 1 hour and ten minutes of day duty.
5. R. M. S. Sorters . .	(*a*) *Mail Offices* (*i*) 8 hours if duty is performed between 6 and 20 hours. (*ii*) For duty partly by day and partly by night, each hour of duty before 6 hours and after 20 hours should count as 7/6 hours and the total hours of duty after such conversion should not exceed 8 hours. (*iii*) 6 hours if duty is entirely by night. (*b*) *Running Section* (*i*) 30 hours per week if duty is entirely by night. (*ii*) 33 hours per week if duty is partly by day and partly by night. (*iii*) 36 hours per week if it is entirely by day. Attendance in Record Office is in addition to this.
6. Boy Messengers . .	6 hours per day.
7. Dead Letter Office Clerks	7½ hours per day including ½ hour's rest interval.
8. Other workmen in Telegraph Office and Telephone Exchange.	50 hours per week including Sundays and holidays without any restriction of the hours of duty, night being counted in the same way as day duty.
9. Workmen in Workshops	Generally regulated under the Factories Act.
10. Administrative Offices .	Generally follow the working hours of the Provincial Government Secretariats. During and after the war working hours have been increased or reduced in accordance with changes in the working hours in the Central Government Offices.
11. Postmen and Letter Box Peons.	Ordinarily required to walk 10 miles a day with a total attendance of 8 hours.
12. Other classes of P. & T. staff like Engineering Supervisors, Linemen, etc.	No definite period of duty has been prescribed.

Practically every category of staff and every association or union representing such categories has asked for a reduction of working hours. The Federation of P. & T. Unions advocated the introduction of a standard working week of 40 hours of duty (endorsed by the International Labour Conference) with a proportionate reduction for irregular, evening, split and night duties on the formula in force in the Traffic Branch. The All-India Postmen and Lower Grade Staff Union while suggesting the above limit in the case of manual labour asked for a reduction in the working hours to 32 per week in the case of persons whose work involves mental strain The All-India Postal and R.M.S. Union apparently taking the present limit of 36 hours of day duty of R.M.S. staff as the ordinary standard working week have proposed a proportionate reduction in irregular, split, evening and night duties on the formula already in force in the Traffic Branch of the P. & T. They have suggested a reduction in working hours of R.M.S. from 36 to 30 for day duty, from 33 to 27 for mixed day and night duty and from 30 to 24 hours per week for purely night duty. In their oral evidence, this Union even asked for the general reduction of the working hours for post office officials to 30 hours per week and for treating all work after 8 p.m. as night duty for which the maximum per week should be 24. The All-India Telegraph Union have asked that the duty hours for telegraphists should be reduced from 50 to 36. It was complained that on certain sections of the R.M.S., staff have to be on long spells of continuous duty frequently by night and extending to more than 8 hours. Another complaint was in regard to extra duty which R.M.S. staff have compulsorily to perform and although its incidence was meant to be of an emergent character and arose in the case of staff when the next batch of men failed to turn up for duty without giving due notice so that other arrangements could not be made, the incidence of extra duty has become very heavy. Further complaints were that in the case of R.M.S. staff the actual time they are required to attend at the Railway Station or at the office was not included in computing their weekly working hours and only 15 minutes or so was counted. Inadequacy of the present rates of extra duty allowance and/or outstation allowance have also been mentioned as a grievance. Frequent incidence of night duty and the requirement to be on call were also complaints made by representatives of telegraph associations. Some at least of the above complaints require examination by persons with expert knowledge and we do not therefore presume to make any observations thereon. Things like split duty, overtime duty, etc., are to a certain extent inevitable but how best their incidence can be regulated must also form part of an enquiry of the kind above suggested. It is of course desirable that overtime duty should be reduced as far as possible and when it is inevitable it should not only be properly remunerated but regulated in a manner that will not impose undue strain on the staff. We trust that in the interests alike of efficiency and contentment of the staff, the Department will have these questions examined.

Some of the Unions who gave evidence before us have also demanded that P. & T. employees should be allowed all public holidays as in the case of employees of other civil departments and should also in addition be allowed a compulsory weekly holiday. So long as it is not possible to close P. & T. offices completely on Sundays we recommend that all employees should have one day off per week so that those whose turn to work comes on a Sunday should be allowed an off day on any other working day.

Consistent with our general observation that the number of holidays are far too many in India, we feel that 12 days in the year should be sufficient as closed holidays and an official who is called on to work on a closed holiday should be compensated either by payment of overtime allowance or should be allowed a day off on a working day. Up to the extent that this is not possible he should be allowed to add such compensatory holidays to the leave that he can take within the year.

58. *Extra Departmental Staff.*—A very large number of branch post offices in rural areas (about 22,000) are at present worked by Extra Departmental Branch Postmasters, who are not wholetime Government servants and in terms of their service are required to devote only a part of their time to post office work. They are subject to the Government Servants Conduct Rules and Postal Regulations. They are generally men with means and avocations of their own, and they are paid for their part-time work an allowance which is based on a point system of assessment linked up with the money value of the transactions done in the post office. The Extra departmental system has arisen out of the necessity of providing postal service for the rural areas without imposing a burden on the tax-payer. In extending postal facilities to rural areas, it has been found that in most cases, sufficient traffic to make the post offices self-supporting will accrue only after the office had been in existence for some time during which it may have to be run at a loss. In order to give an impetus to the extension of postal facilities in rural areas, and to avoid a serious burden on the tax-payer, Government have laid down a permissible limit of loss in opening new post offices. We understand that in 1926, this limit was about Rs. 500 a year but since the retrenchment campaign in 1931, the limit was reduced to Rs. 120 a year. This has been raised recently to Rs. 360 and again to 500 a year with a view to adding 9,000 new rural post offices within the next 10 years to the existing number of 20,000 In view of these considerations, Extra Departmental Agents in charge of branch post offices stand on a different footing from the staff of departmental post offices. For this reason also, as a matter of policy, only persons who already have an avocation or means of livelihood and do not depend entirely on the post office for their subsistence are employed, for instance, Schoolmasters, Shopkeepers, Government pensioners or other respectable local residents. During the retrenchment campaign 1931/34 we understand that the Department converted many of the less important sub-post offices into extra departmental sub-offices. The criterion appeared to be that sub-offices with less than 5 hours' work should be converted into extra departmental offices. The allowance originally fixed for such office was Rs. 30 to 40. The department provided accommodation for the office and also in some cases for the residence of the sub-postmasters. In the case of the Extra Departmental Branch Postmasters, the remuneration is fixed on the basis of a point system, for instance, Re. 1 being fixed as remuneration for Rs. 50 worth of Money Orders handled by the office—subject to a minimum of Rs. 6 and a maximum of Rs. 20 p.m. Extra Departmental personnel are also employed as delivery agents, postmen, runners, etc., the remuneration for these categories being also less than for the corresponding full-time employees. During the period of the war, Extra departmental staff were allowed many of the concessions given to regular employees.

Some of the unions have argued that the Extra Departmental Agency system, was started as an economy measure, and should be discontinued,

and full-time personnel should be employed wherever extra departmental personnel are employed at present. It was apparently not realised that neither the work of nor the income from many of the extra departmental post offices would be such as to require or warrant personnel on full time salaries and the result of the proposal would be to deprive many rural areas of necessary postal facilities. On the other hand representatives of the Extra Departmental Agents insisted that the system should be continued as otherwise many rural areas would be deprived of necessary postal facilities. But they complained that the present scale of remuneration and the dearness allowance (Rs. 5 to Rs. 8) given to them was niggardly. They also complained of the absence of leave privileges and of the necessity to meet out of their remuneration the cost of maintaining a substitute as well as miscellaneous and contingent expenditure on stationery, etc. Some of them claimed that proportionate to the number of hours of work to be put in, Extra Departmental staff should be remunerated on the same basis as full time employees of the same class. We consider that for providing adequate postal facilities for the countryside, the system of employing extra departmental staff has to continue but would recommend that the scales of remuneration should not be linked with the amount of money handled by the office but must have reference generally to the work and attendance required. They must be revised in the light of present day conditions.

NOTE.—Scales proposed by Mr. Joshi and Sardar Mangal Singh.

	Rs.
CLASS III—	
(1) Clerks in Administrative Offices	65—5—120—6—180
Attached Offices	70—5—120—6—180
Secretariat	70—5—100—6—160 —8—200
Upper Division clerks with University degree as initial entry qualification	100—6—160—8—200 —10—250
(2) Departmental (Post) Clerks	70—5—100—6—160 —8—200
(3) Telegraphists	70—5—100—6—160 —8—200
(4) Telephone Operators	70—5—100—6—160 —8—200
(5) Head Postmen, Departmental Branch Postmasters, Mail and Cash Overseers, Overseer Postmen, Readers and Sorting Postmen, Inspectors of Peons	75—125
(6) Sub Inspectors of Telegraph	65—150
(7) Skilled Artisans	65—150
Higher grade of skilled Artisans	130—10—200
Supervisory grade of workmen or leading hand	200—10—250
CLASS IV—	
(8) Runners, Packers, Posters, Watchmen, Office Peons, Mail Peons, etc.	40—1—50—2—60
(9) Machinemen, Batterymen, Pressmen, Firemen, Lift-men, Office Jemadars, Daftries	45—1—50—2—70
(10) Record Suppliers, Record Keepers	50—2—70—3—85
(11) Boy Peons	25—35
(No boy will be employed as a boy peon unless he has completed 15 years of age. When a boy peon reaches the age of 20, he will be paid the minimum wage scale for the adult, namely, Rs. 40—1—50—2—60).	
(12) Task-work Messengers (*plus* task-work earnings).	25—35
(13) Carpenters, Painters, Cycle Mistries, etc.	50—85 65—150
(14) Linemen	45—70
(15) Postmen, Village Postmen, Mail Guards	50—2—70—3—85
(16) Minimum for an Extra Departmental Agent	15

2. Railway Inspectorate.

The Railway Inspectorate is under a Chief Government Inspector of Railways, who has under him five Government Inspectors each in charge of a Circle comprising one or more Railways. At present the Chief Government Inspector is on a fixed salary of Rs. 3,000 (old scale), while the Senior Government Inspectors are on Rs. 2,250—100—2,750 and the Junior Inspectors on Rs. 1,950 fixed or Rs. 1,750—100—2,150.

In view of the ceiling limits we have adopted in respect of Civil Servants' salaries, we recommend that the pay scales of the Government Inspectors of Railways and their office staff may be fixed on the same level as for comparable staff in the Engineering Department of the Indian State Railways.

3. Meteorological Department

The Head of the Department is the Director General of Observatories. The gazetted staff of the Department belong to both Class I and Class II Services—the former comprising posts of meteorologists (including seismologists) and the latter posts of Assistant Meterologists. The ministerial staff comprises, besides the usual posts of Superintendents, Head Clerks, Upper Division Clerks, Lower Division Clerks, etc., technical staff such as meteorological assistants, observers, draftsmen, storekeepers, tabulators, and mechanics. The inferior staff of the Department includes, besides Jemadars, Peons, Farashes, Laboratory Attendants, Balloon-makers, etc.

2. The Director General in his written as well as oral evidence stressed the growing importance of meteorology as a scientific service and urged the formation of a scientific civil service in India on the model recommended by the Barlow Committee in the U. K. whose recommendations were the basis of the formation of the British Scientific Civil Service. Following the British model, the Director General suggested the following scales of pay for posts whose present scales are also given side by side:—

Administrative Posts	*Present*		*Proposed*
	Rs.		Rs
Director General	1,750—100—2,250		2,000—100—2,500
	1,600		
Deputy Director General	1,500/1,200		1,750—50—2,000
Regional Directors being senior members on present scales of.	400—1,250	Old	1,250—50—1,500
	300—950	New.	
Chief Scientific Officers—Meteorologists—Gr. I	400—1,250	Old	800—50—1,250
	300—950	New	
Scientific Officers—Grs. II & III (combining Junior Officers in abov scale and Assistant Meteorologists).	250—800	Old	300—40—800
	200—600	New	
Non-gazetted—			
Scientific Assistants—Gr. I (equivalent to Superintendents.)	300—600		350—600
Grade II	200—450	Old	200—350
(Professional Assistants)	170—360	New	
Grade III	120—300	Old	100—300
(Assistants)	100—250	New	
Observers—Grade I	80—175	Old	150—250
	70—150	New	
Grade II	40—120	Old	75—150
	40—100	New	
Minor Grades—			
Grade I—Laboratory Attenders	30—1—40		40—2—60—3—75
Grade II—Balloon-makers	20—1—30		30—1—40—2—50
Grade III—Peons	12—18—20—22		25—½—30—1—40

3. The Director General emphasised that the main features of his proposals were the strengthening of the Assistants class so as to make it possible for scientific officers to devote themselves to high grade work and the creation of grades of Scientific Officers and Principal Scientific Officers to cover the other duties including supervision and direction of research work. In his oral evidence the Director General also stressed the value of free interchange of personnel between all Government scientific departments and institutions as well as the universities and urged that as a desideratum, it would be necessary to lay down uniform scales for all similar categories of scientific posts. He also pleaded for keeping open a number of administrative posts for scientists since there was a strong feeling that non-scientists did not appreciate fully the problems of scientific development and argued that scientists not only should have rank and pay similar to those of administrative officers but should be recruited to important administrative posts. He instanced the case of the U. K. where the head of the Scientific Research Department is a scientist and not an administrative civil servant and asked that openings for scientists should be found in administrative posts in other departments such as Education, etc.

4. While having every desire to give scientists their proper place in the machinery of the civil service, we cannot overlook the difference between conditions in the U. K. and conditions in India and the fact that developments in the U. K. have been achieved mainly as a result of war time production (and scientific research on which such production depended) as well as the fact that there was a greater degree of uniformity between remuneration for scientists in the universities and in business *vis-a-vis* posts under Government. The work of Government Departments dealing with scientific or technical services such as meteorology, geology, veterinary service, etc., do not offer scope for a free interchange of staff as the work in each department entails a very high degree of specialisation. Similarly the scope of Indian universities is also considerably restricted and the fact that remuneration is generally lower and more unequal than in Government service would also prevent the adoption of a scheme similar to the Federated Superannuation System for Universities as applied in Great Britain which permits of free interchange of personnel. While we consider such a development as a very desirable end in itself, we hesitate to recommend it in present conditions.

5. Some of the proposals of the Director General such as the merger of all Gazetted Services into a graded service of scientists and the creation of additional higher paid posts under research and administrative sides on a supernumerary basis if necessary have been put forward with a view to afford adequate promotion prospects to scientific workers and thus give them a better incentive to work. We cannot however agree that a merger of the Class I and Class II would be desirable or economical nor can we recommend the creation of higher paid posts merely to afford promotion prospects where the nature of the work does not justify increases in the ordinary range of pay. We think that while scientific services should be adequately remunerated, they should not be placed at a level much above that allowed for comparable posts in the various grades of the ordinary civil service. These remarks apply equally to the non-gazetted scientific posts and to the minor grades for which the scales of pay should correspond with what we have prescribed generally for ministerial posts for which the recruitment qualification is similar.

6. The pay scales we would recommend on the above basis are illustrated below and may be extended on the same lines to other categories:—

	Rs.	
Director General	1,800—2,000	
Dy. Director General	1,300—1,600	
Chief Scientific Officers, *i.e.*, Meteorologists, Grade I.	600—1,150	Senior scale Cl. I with special pay of Rs. 150 for Regional Directors.
Scientific Officers Grade II, *i.e.*, Assistant Meteorologists.	350—850	Junior Class I scale.
Scientific Officers, Grade III, Class II Service.	275—650/30—710	
Scientific Assistants	160—330* 250—500	
Observers	100—5—120—8—200* 60—4—120—E.B.—5—150	
Laboratory Attenders	40—2—60* 60—3/2—75	
Balloon-makers	35—1—50	
Ministerial staff and office employees of the lowest categories like Peons.	The scales of pay which we have suggested for other departmental offices would be appropriate.	

* According to importance of the post.

It will be noticed that in the above proposals we have placed Scientific Officers (*i.e.* Meteorologists and Assistant Meteorologists) in three grades whereas the Director General's recommendations place them in two. His proposals were based on the theory that Class I and Class II should be merged into one gazetted service and he demoted the junior officers of Class I to what would in the absence of such merger be Class II. As we do not accept the merger proposal it seems to us right to treat junior members of the present Class I Service as belonging to a junior scale and place only the senior charges in the senior scale. In this view it seems to us unnecessary to follow the Director General in adopting a maximum of Rs. 800 even for the Assistant Meteorologists who may be placed in the Class II Service.

4.—Civil Aviation Directorate

1. The Civil Aviation Directorate, which is under a Director General is one of the headquarters offices under the Communications Department. It deals with Civil Aviation works and Training, Flying Clubs, Aircraft inspection and route organisation, Air Services, International communications and agreements etc. Recently the Directorate has been considerably expanded and new organisations have been set up to deal with post-war aviation plans. The Directorate has several branches—(i) the Headquarters Organisation; (ii) Aerodrome organisation; (iii) Inspection organisation; (iv) Civil Aviation Training Centre; (v) Electrical and Mechanical Division; (vi) Airship base and (vii) Aeronautical Radio organisation.

2. We understand that so far as technical posts in the Civil Aviation Directorate and its branches are concerned, the present rates of pay have been introduced recently after taking due notice of the qualifications and experience needed for recruits thereto and the remuneration considered necessary to attract such recruits and enable them to maintain a proper standard of living. The Director General, Sir Frederick Tymms, who replied to our questionnaire and also kindly gave evidence before us indicated to us that the scales of pay for the technical staff in his department as set out below had been fixed with due regard to conditions prevailing in

the private aviation services and in the Air Force and that they must be considered fair with reference to present day conditions. He thought that they did not require any modification beyond the continuance of dearness allowance as in the case of other Government employees similarly situated.

	Rs.
Director General	3,500 (present incumbent).
Deputy Director General	1,950—2,250
Director	1,300—100—1,700 2,000
Deputy Director	1,000—50—1,250
Assistant Director	750—25—950
Chief Administrative Officer	1,000—1,250 (Old) 750—25—900 (New)
Scientific Officer	750—25—950 (New).
Regional Aerodrome Officer Aircraft Inspector	850—1,200
Junior Scientific Officer	400—25—600
Aerodrome Officer, Grade I	550—850
Grade II	400—25—600
Assistant Aerodrome Officer	200—500
Assistant Aircraft Inspector	350—25—750
Assistant Inspectors Examiners	250—500/200—500
Chief Instructor	1,000—1,250 850—1,200
Senior and Technical Radio Officer	550—850
Radio Officers and Technical Officers	400—600
Radio and Technical Superintendents	200—500
Executive Engineers	750—950
Sub-Divisional Officers	250—500
Technical Superintendents	200—500

3. In the case of the engineering staff of the Electrical and Mechanical Division, we consider the scales should correspond to those which we have suggested for the staff of the C. P. W. D. In regard to other categories it will be noticed that some of the scales of pay above set out are appreciably higher than what we have suggested for posts of comparable character and responsibility in other departments having regard to the ceilings in top salaries which we have thought right to accept.

4. To take one branch of the service namely the Radio organisation—the staff of the Broadcasting Department represented to us that the scales allowed in the Civil Aviation Directorate were much higher than are at present given to the engineering staff of the Broadcasting Department though they possessed equal or even higher academic qualifications. A similar argument was advanced on behalf of the Wireless Operators in the P. & T. Department. On this point the Director General explained that irrespective of the relative academic qualifications of the personnel of the two departments, aeronautics required a very high degree of radio engineering knowledge to assist it; that most of the radio work in this field included the use of Radar which is a highly complicated branch of scientific research in itself; and that the work of the radio technical staff of the Directorate might be distinguished from that of the A.I.R. staff in that the safety of lives of travellers by air depended entirely on the reliability

and accuracy of the Radio service. He also stressed that in his department greater value was set on practical experience such as in the R.A.F. and R.I.A.F., than on the possession of mere academic qualifications. On this basis he sought to justify the higher rates fixed for the radio staff in the Civil Aviation Directorate. We appreciate the weight of these differentiating circumstances. But we are not satisfied that they are sufficient to justify a great disparity in remuneration. Whatever may be the conditions on which experts or specialists may be employed on contract terms, we feel bound to recommend that in making future recruitment to the permanent cadre of the department, Government should have due regard to the importance of uniformity of remuneration as between comparable posts in different branches of the Service.

5. As regards the ministerial staff, the Director General stated that he had made no recommendations as the matter was one to be decided on a general basis for all ministerial staff and he was willing to accept the same scale as for other attached and subordinate offices. We recommend that the staff in the headquarters office of the Director General be allowed the scale proposed for similar staff in offices of heads of departments under the Government of India and the staff in the offices subordinate to the Director General the pay scales corresponding to those suggested for staff in subordinate departmental offices.

6. A point to which the Director General drew special attention was that in order to maintain the efficiency of the service Government servants should be treated in the same way as employees in commercial concerns where not only promotions took place by considerations of merit but there was also greater freedom to the management for weeding out the inefficient. He maintained that this was particularly necessary in an organisation like the Civil Aviation Service where high standards of efficiency and reliability had to be maintained. This view can be given effect to only with due regard to well established principles as to security of tenure in the public service.

E.—EDUCATION DEPARTMENT

Although education has been a provincial subject since the 1919 Reforms, certain sides of it have always remained a Central responsibility *e.g.*, European education, co-ordination of educational activities throughout the country, the three Central Universities and educational institutions in the Centrally Administered Areas. The Department also deals with the Indian War Museum, the Imperial Library and Museum, other Libraries including the Imperial Secretariat Library, the Imperial Record Department, the Archæological Survey and the Anthropological Survey. These functions were looked after by the E., H. & L. Department before its recent trifurcation, matters relating to education proper being dealt with by an Educational Commissioner who later came to be designated Educational Adviser. Since 1935, the Education Department has been assisted by a Central Advisory Board of Education. When the activities of the Department expanded, the Educational Adviser was given ex-officio Secretariat status so as to enable him to deal with matters of policy on behalf of the Government.

2. Since the publication of the report of the Central Advisory Board of Education dealing with post-war education development plans (popularly known as the Sargent Plan) there has been a considerable expansion

of the Education Secretariat so as to include in it a number of Advisory and Technical posts to assist in the preparation, co-ordination and implementation of education development plans. Besides the usual Secretary, Deputy Secretary, Assistant Secretary and office staff whose conditions of service correspond to those of other Secretariat personnel there are thus certain special posts in the Education Department many of which however are at present on a temporary basis. There seems to be a feeling in certain quarters that for the better administration of educational institutions in Centrally Administered Areas, a Central Education Service may be an advantage. The special posts at Headquarters are on the following scales:—

	Rs.
Deputy Educational Adviser	1,500—75—2,250
Liaison Officer in U. S. A.	1,500—75—1,800
Assistant and Deputy Educational Advisers	750—50—1,250
Education Officers	600—40—800
Assistant Education Officers	300—20—600
Technical Assistants	150—10—350
Junior Technical Assistants, Librarians, Draftsman, etc.	80—200
Librarian, Imperial Secretariat	350—25—750
Senior Technical Assistants	120—400

3. These are *ad hoc* scales introduced during the wartime. Before the more important of these Advisory and Technical posts are made permanent, we would like to see their pay fitted into the corresponding grades in Class I and Class II Services, so as to bring them into line with the scales which we have proposed for gazetted services generally.

4. Among the educational institutions (colleges) which are directly under the Government of India, the two most important ones are the Delhi Polytechnic and the College at Ajmer. We have had the benefit of the oral evidence given by the Principal and representatives of the Ajmer College and by the Principal and Vice-Principal of the Delhi Polytechnic in addition to replies to our questionnaire. We also heard the evidence of some officers of the Department and of the representatives of associations of teachers. It was pointed out that it made little difference whether an institution was directly under the management of Government or not because even in respect of non-Government institutions the Government indirectly bore the greater portion of the cost of education.

5. Besides the question of the scales of pay, the Principal of the Ajmer College raised a question of some importance, namely, the desirability of forming something like a unified cadre in respect of officers of the same grade, whether engaged in teaching work or in administration work. In particular, he mentioned that it was a hardship to exclude an officer like the Principal of the Ajmer College from any chance of being appointed Superintendent of Education in Delhi and, in effect, to exclude him from promotion in the ordinary course to higher posts in the Education Department of the Government of India. We, however, understand from the Department that there is no such rule of exclusion, though administrative experience is regarded, and rightly so, as one of the necessary qualifications for certain posts. It was next said that it would not be fair to expect the Principal of the Ajmer College to compete with members of his own staff as a candidate before the Public Service Commission in respect

of appointments in the Education Department of the Government of India. This is a question of policy on which we refrain from making any comment. It was pointed out that the salary fixed for the Principalship of the Ajmer College (to which no special pay is attached) does not go up to the maximum elsewhere paid to Principals of Colleges or paid to other Class I Officers. The scale we are recommending for the Principal will meet this grievance. Mr. Mathur as well as his staff complained of the inadequacy of pay for the Professors, Assistant Professors, Demonstrators, etc. We recognise the force of this plea and are making proposals in the light of the recommendations of the Central Advisory Board of Education.

6. Mr. Mathur stressed the inconvenience caused to the staff of educational institutions by the practical denial to them of privilege leave on the ground that theirs was a vacation department. This is a large question which affects not only educational institutions but the whole judicial department. The existence of the vacation certainly satisfies one of the main purposes of privilege leave, in that it gives the staff sufficient opportunity for rest and recuperation. It is of course true that a vacation occurs not at the choice of the individual but at stated periods of the year and as such it may not meet the necessity which a person may feel for leave at other parts of the year. It will, however, be unfair to throw upon the public exchequer the obligation of paying full salary for an additional period in such circumstances. Emergencies of this kind may on the whole be reasonably met by other kinds of leave available under the rules. Elsewhere we have considered the question whether and in what circumstances public servants may be allowed to commute some portion of leave on half pay into leave on full pay.

7. The Principal, Delhi Polytechnic, has suggested scales of remuneration for the staff of the Polytechnic which are shown below alongside the existing scales. The scales proposed by him absorb the dearness and war allowance:—

	Present Scales	Proposed Scales
	Rs.	Rs.
Principal	1,500—50—1,750/2,000*	1,250—50—1,500+500 SP
Vice Principal	400—950+SP 250	1,250—50—1,500+250 SP
Heads of Department . .	400—950+SP 100	1,250—50—1,500
Deputy Heads of Department .	...	950—40—1,100
Senior Lecturers . . .	300—20—500	600—30—900
Lecturers	210—300	300—20—500
Demonstrators, Workshop Instructors.	100—250	200—400
Head of Technical Branch . .	400—600	750—1,000
Deputy Head of Technical Branch	300—500	450—700
Senior Teachers	150—300	200—400
Grade II Teachers . . .	100—250	150—300
Junior Master, Instructors and Assistant Lecturers.	75—150	150—200

* Personal to the present incumbent.

We consider that as in the case of other staff, their pay should be fixed at a level of stabilisation at 160/175 and dearness allowance should be continued, till the cost of living falls to that basic level. The rates proposed by the Principal, Polytechnic are in some instances out of step with the salaries paid in Universities as well as in premier institutions like the Roorkee and Sibpore Engineering Colleges; and even if a higher rate of pay is required for particular posts of specialist instructors the level of remuneration suggested for instructors in non-technical subjects is higher than the rates prescribed by the Central Advisory Board of Education for high schools and colleges.

8. The Principal and the Vice-Principal of the Polytechnic laid stress upon the difference between technical and non-technical men and claimed that as their institution was a technical institution, the members of the staff there should be paid salaries high enough to attract duly qualified men. It is easy to carry this argument too far; further it cannot be said that all the teachers employed in the Polytechnic are technical men. Many subjects taught there are no different from those taught in other educational institutions and only a few subjects can be properly called technical. Even as regards technical subjects, it seemed to us that there was room for extending the practice, which we understood from the Principal even now exists, of obtaining the services of qualified men employed otherwise to come and lecture to the students of the Polytechnic for some hours, on suitable honoraria. This of course cannot wholly meet the needs of the Institution; but it will give the students the benefit of instruction and guidance from qualified men whom it will not be practicable to secure as permanent employees of the institution.

9. The scales of pay recommended by the Central Advisory Board for collegiate institutions (in their report of January 1945) and accepted by the Inter-University Board are as follows:—

	Rs.
(a) *University Departments*—	
Professors	1,000—1,250
Readers	500—25—800
Lecturers	300—20—500
Junior Lecturers	150—300 or if there is only a single scale lecturers—Rs. 200—500.
(b) *Affiliated and Constituent Colleges*—	
Principal	800—1,000
Readers	500—25—800
Lecturers	300—20—500
Junior Lecturers (Technical and Engineering)	210—15—300
Other Junior Lecturers	150—15—300
(c) *Medical, Engineering, Technological and Professional Colleges*—	
Principals and Professors	2,000
Readers	Up to 1,200

10. It was argued before us that these rates were fixed by the Central Advisory Board on the basis of 1939 prices and therefore have to be revised in an upward direction. We cannot ignore the fact that they were approved by the Inter-University Board in 1945-46 without any qualification except the remark that these scales cannot be taken as the last word on the subject. Much as we would like to see an improvement in the

status of educationalists, we cannot ignore the fact that educationists in Government Service cannot be treated differently or as a more favoured class than other members of the Civil Service. For reasons fully explained in Part II, while we have given substantial increases over the revised scales and in some cases even over the old scales of pay in the lower ranges, salaries in regard to the top grades have had to be kept down consistently with the ceiling of Rs. 2,000 which we have adopted for ordinary civil servants' salaries. On this basis we recommend that as far as possible the salaries of collegiate teachers should be fitted in with the scales of pay which we have suggested for Class I, Class II or Class III services, as the case may be, though we are aware of the view that the importation of differentiations in classification may be regarded as somewhat derogatory to the status of teachers. Our recommendations would apply only to Government collegiate institutions. For the staff of the Ajmer College, we accept the guidance of the C.A.B. scales for affiliated and constituent colleges; but to bring them into line with scales for civil servants we recommend that the scale for the Principal may be Rs. 800—1,150 (in the Class I senior scale) while that for a Senior Lecturer (we have been informed that the term 'Professor' or 'Reader' is normally applicable only to University Departments) may be Rs. 500—30—800. For other Lecturers the scale of Rs. 300—25—500—30—560 which is a stage of the Class II scale would be suitable. For Junior Lecturers, we accept the pay ranges suggested by the C.A.B.; but to bring them into line with the pay scales we have suggested for corresponding grades of other Government employees we would recommend the following:—

Assistant Lecturers . . . . . Rs. 180—10—320—15/2—350

Demonstrators with the same qualifications who do teaching work may be given the same scale of pay as Assistant Lecturers.

11. In regard to the staff of the Polytechnic, we recommend the following scales as appropriate to the present conditions of the institution:—

Principal . . . . . Rs. 1,000—50—1,400+150 S.P.

Vice Principal—Class I Senior Scale . . Rs. 600—1,150+100 S.P.

Heads of Departments—Class I Senior Scale, *i.e.* . Rs. 600—1,150

If the status of the institution is raised to that of a College of Technology (like the Manchester Institute of Technology) the staff may have to be reorganised and revised scales fixed with due regard to the new set up. For other teaching staff, we recommend that the rates for collegiate or high school grades in general should be suitably applied with appropriate additions for technical men with special qualifications. As noted *supra* the C.A.B. has recommended a scale of Rs. 210—15—300 for Junior Lecturers in Technical and Engineering Colleges. As we have no information about the class or qualification of instructors, etc., proposed to be appointed in workshops, we are unable to make any recommendations about their pay. The position will obviously be different according as they are only craftsmen or men with academic qualifications as well.

12. The scales of pay which we have suggested could also be appropriately extended to the staff of the Central Training Colleges which the Education Department proposes to set up.

In regard to the Principal where the Colleges are of university standard the pay may, following the C.A.B. suggestions, be Rs. 800—40—1,000—50—1,250. For the Vice-Principal no special scale seems necessary but a special pay of Rs. 100 may be allowed in addition to his grade pay in Class I subject to a maximum of Rs. 1,200. As regards the other members of the staff we are unable to make any specific recommendations in the absence of relevant particulars as to the categories of staff and their qualifications etc.

13. The Superintendent of Education, Delhi, besides replying to our questionnaire gave evidence before us. For the ministerial staff of his office, he claimed parity of treatment with the staff of the Chief Commissioner's office. In regard to the education staff, he pointed out that the present scales were anomalous as some persons were getting the basic scales of the province from which they were recruited while others even though senior were kept on local rates peculiar to the Delhi Administration. He suggested the following scales as against the present rates:—

	Present	Proposed
	Rs.	Rs.
Superintendent of Education .	1,000—50—1,500	1,250—50—1,750
Dy: Superintendent of Education	600—1,000	850—50—1,250
Asstt: Superintendent of Education	300—700	400—1,000
District Inspectors of Schools .	250—750	250—750
Asstt: Distt: Inspectors of Schools .	..	150—350

14. It seems desirable to bring the above posts as far as possible into the general classification of Class I, II and III for purposes of pay. For the post of Superintendent of Education, we consider a scale of Rs. 1,000—50—1,400 suitable. Though the present maximum is Rs. 1,500 we have to deal with it in the light of the general considerations regarding maximum salaries for Civil Servants adverted to in Part II, Paragraphs 52—54. The post of Deputy Superintendent may remain on the present scale—Senior Class I and have a pay of Rs. 600—40—1,000. Assistant Superintendent and District Inspector should be treated as Class II on a scale of Rs. 300—25—500—30—650—E.B.—30—800. Assistant District Inspectors and Supervisors should be on scales of Rs. 160—10—300 and 200—15—350 respectively. For posts in the Centrally Administered Areas dealing with education our recommendations would then be as follows (we will make no differentiation on the ground of sex)—

	Present Scales	As recommended by Commission
	Rs.	Rs.
Superintendent of Education .	1,000—50—1,500	1,000—50—1,400
Dy: Superintendent of Education	600—1,000*	600—40—1,000 (Cl: I)
Asstt: Superintendent . .	300—25—700	300—800 (Cl: II)
District Inspector of Schools .	250—750	
Supervisors	—	200—15—350 (Cl: II)
Asstt: District Inspector . . .	—	160—10—300 (Cl: III)

For Baluchistan suitable scales may be framed in the light of the above recommendations but with due regard to the difference in the extent and responsibilities of the charge.

*These rates vary between Delhi, Ajmer-Merwara and Baluchistan.

15. On the question of the pay of non-collegiate teachers, the representatives of the Ajmer Teachers' Association recommended only two grades, namely, Rs. 100—200 for Junior Grade and Rs. 150—350 for the Senior Grade (consisting of B.A. B.Ts.). When it was pointed out to them that this proposal does not properly differentiate between teachers in primary schools and middle schools and those in high schools and that the teachers in the former were generally Vernacular Teachers Certificate holders, witnesses agreed that a maximum of Rs. 60 would be proper for Vernacular Teachers in urban areas. The representative of the Delhi Province Teachers' Association suggested Rs. 60—100 for village school teachers besides Rs. 10 for house rent allowance, Rs. 90—155 for teachers in urban primary schools and Rs. 150—280 for teachers in urban middle schools. For trained graduates, he proposed Rs. 195—350, for M.As. Rs. 255—465 even in high schools and for teachers in Intermediate Colleges he suggested Rs. 420—675. He further asked for a special pay of Rs. 40 for headmaster of High Schools, Rs. 25 for headmasters of middle schools and Rs. 15 for headmasters of primary schools. When his attention was drawn to the recommendations in the Sargent Report, he stated that in view of the changed economic conditions, he has added 50 per cent to the rates there suggested. He pointed out that a graduate Assistant in the Secretariat had a scale of Rs. 140—400 while a graduate teacher seldom reached Rs. 100. It will be noticed that the scales suggested by these representatives are, in some instances, much in excess of the scales recommended in the Sargent Report.

16. The Superintendent of Education, Delhi suggested the following scales for teaching staff:—

	Rs.
Lady Supervisors or Inspectors	200—20—500
Headmasters—Higher Secondary Schools	250—750
Industrial or Training Schools	250—10—350
Middle Schools	175—5—225
Junior Vernacular Teachers	50—3—80—5—100
Senior and Junior Teachers	75—3—90—5—125
Trained Graduate Teachers	120—8—200—10—250
Post Graduate Teachers	150—10—350

The Superintendent of Education, Baluchistan, who also gave evidence before us explained the special difficulties of Baluchistan because of its large area, sparse population, social customs and the necessity to recruit teaching staff from other provinces. He suggested that in view of these difficulties, the scales for Baluchistan should be 50 per cent over the C.A.B. scales at the lowest level for primary teachers and suggested the following scales:—

	Rs.
Primary Teachers	55—5/2—100
Middle School Teachers	70—3—100
Senior Anglo-Vernacular Teachers	80—4—200 with a higher start of Rs. 125 for B.A. B.Ts.
Inspector of Schools	200—350
Headmasters	250—500

To enable these scales to fit in properly with the principles we have adopted and the scales we have suggested for other departments, certain modifications have to be made.

17. The Central Advisory Board of Education have prescribed certain minimum qualifications for teachers of various grades and have recommended the following minimum scales.

(1) Teachers in Primary Schools including Nursery Schools	30—1—35—3/2—50
(2) Teachers in Vernacular Middle or Senior Basic Schools, Anglo-Vernacular Schools and non-Graduate Teachers in the middle classes of high schools.	40—2—80
(3) Graduate Teachers in High schools	70—5—150
(4) Headmasters—Primary Schools	50—4—70 } According to the size of the 60—4—80 } School. 80—4—100
Headmasters—	
Middle Schools, Vernacular and Anglo-Vernacular.	80—4—100 } According to the size of the 90—4—110 } school. 110—4—130
High Schools	175—10—225 } According to the size of 250—10—350 } the school and the num- 350—15—500 } ber of pupils on roll.

The Board also recommend advance increments or personal allowance for specialist teachers and the creation of posts of responsibility in all types of schools except the smallest ones carrying special pays ranging from Rs. 5 to Rs. 20 for teachers in addition to the ordinary scales. In the case of teachers generally, free housing or house rent allowance and an increase in the basic scales for the more expensive areas were also recommended. They also emphasised that every teacher employed in any kind of school maintained out of public funds should be trained and should possess a minimum educational background.* In fixing the scales of pay for teachers in Government service in the light of the above recommendations we have kept in mind the fact that the scales *recommended by the C.A.B.* were based on the 1939 price levels. On the other hand consistent with our terms of reference which include the prescription of standards of remuneration for all grades of Government employees with the object of achieving rationalisation, simplification and uniformity to the fullest degree, we are unable to recommend that teachers in Government Schools should be treated as a class apart from other public servants. The general considerations in favour of the improvement of pay scales of all low paid employees which we have explained at length in Part II will of course apply to the case of teachers as well. Giving due weight to all these considerations we recommend that the following rates of pay should apply to the several categories of non-collegiate teachers.

	Rs.
(1) Teachers in Primary Schools if untrained	35—1—40—2—60
(2) Trained teachers in Primary schools Vernacular or Senior Basic Schools, Anglo-Vernacular Schools and Teachers in the middle classes of high schools.	40—2—60—3/2—75 (Non-Matriculates) 55—3—85—4—125—5—130 (Matriculates) 64—4—80—5—150 (Intermediate)

*Messrs. Hossain Imam and Vadilal Lallubhai wish to have it made clear and the Commission agree that if and so far as matriculates or persons with equivalent qualifications are available, they should be given the preference in appointing teachers. These appointees should in due time be trained if they are not already trained.

	Rs.
(3) Graduate Teachers in High Schools	80—5—120—8—200—10/2—220 with an initial pay of Rs. 100 for trained B. Ts. Rs. 120 for persons with graduate qualifications.
(4) Graduate Teachers in High Schools Selection Grades.	150—15—300 250—15—400 (for teachers possessing qualifications similar to College Lecturers).
(5) Headmasters—	
Primary Schools	60—3/2—75 75—3—105 100—5—120 According to the size of the school.
Middle Schools, Vernacular and Anglo-Vernacular	100—5—120 120—8—160 According to the size of the school.
(6) Headmasters—	
High Schools	200—10—300 300—20—400 400—20—500 According to the size of school and the number of pupils on roll.
(7) Principals of Higher Secondary Schools	350—25—500—30—590

We also recommend the grant of additional remuneration for specialist teachers and teachers holding posts of responsibility on the lines suggested by the C. A. B. We may add that in addition to basic pay according to the above scales teachers who are Government employees will, according to our general recommendations in Part II, get (1) dearness allowance at substantially high rates as long as the present abnormal price level continues; (2) an addition of Rs. 5 or 10 to their basic pay some years hence; and (3) concessions under house rent allowance and compensatory allowance in respect of persons living in costly cities.*

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*Dr. J. C. Chatterjee desires to add the following note :—

" In my opinion the Superintendent of Education, Delhi, Ajmer-Merwara and Central India should be given the status of a minor head of Department and his scale of salary should be Rs. 1,000—50—1,600, in view of the fact that it is intended to make the Centrally Administered Areas particularly the Province of Delhi into a model for other Provinces so far as education is concerned and the vast schemes for development, the post requires exceptional ability and carries with it a great deal of responsibility. In my opinion it is in no sense less important than the post of Director of Archives for which a salary of Rs. 1,300—1,600 has been recommended.

The Deputy Superintendent of Education, Delhi, Ajmer-Merwara and Central India is in Class I and the post at present carries a salary of Rs. 600—40—1000. In my opinion this officer who will have to do important work should be allowed a salary upto the maximum of time scale in Class I Service and I propose that his maximum should be Rs. 1,150 as in the case of other Class I officers.

I am of opinion that the Inspectress of Schools in Ajmer-Merwara and Baluchistan should have the same salary as the Assistant Superintendents in Delhi *viz.*, Rs. 300—800 (Class II).

I am strongly of opinion that the salary recommended for graduate teachers is too low. Trained graduate teachers in High Schools should have a salary of Rs. 120—10—250 and trained M. As. working in Higher Secondary Schools a salary of Rs. 150—10—350. I am aware that a selection grade has been recommended for these teachers but as the number of posts in the selection grade is likely to be very small I feel that every trained M.A. employed in Higher Secondary school, which is of practically the same educational status as an Intermediate college, should not be on less than the scale recommended by me.

18. The War Department have asked us to consider the question of a revision of the rates of pay of the Civilian staff of the Lawrence Royal Military School, Sanawar. This is a Military School founded in 1847 with the object of providing for the education of orphans and other children of soldiers in India. As far as the teaching staff are concerned, the civilian posts are on the following scales:—

	Rs.
Senior Master	450—10—550
Second & Third Master	400—10—500
Fourth & Asst. Masters	300—10—400
Head Mistress etc.	250—5—300
Assistant Mistress	150—5—200

If, as we presume, the staff will be eligible for dearness allowance on the scales we have recommended for Central Government servants generally, we regard the above scales of pay as satisfactory as they are well above the scales we have suggested for similar Indian employees of Government. In regard to the office staff (clerical establishments), inferior servants and artificer establishments, the scales which we have generally suggested for subordinate offices would be appropriate.

19. In regard to the Railway Schools in general, we observe that there is considerable variation in the pay scales of instructional staff. In regard to all such institutions we would emphasise the desirability of regulating the pay scales in accordance with the recommendations of the C. A. B. with the modifications which we have indicated above. We are informed that in this respect, the special institutions dealing with the education of European and Anglo-Indian children stand on a different footing. The staff of the Oakgrove School, Mussoorie, a premier institution of this kind, have represented to us that their pay scales should be modelled somewhat on the lines suggested in the Burnham Report for teachers in the U. K. The present scales of pay of Institution are as follows:—

	Rs.
Headmasters	475/500
Headmistress	250/350
Masters	300—425 225—300 100—150 150—200 etc., etc.

The Burnham scales are £300—15—525 per annum for men teachers and £270—12—420 per annum for women teachers. They have pleaded for the formation of an education service for Railways. Pointed attention has also been drawn to the fact that the remuneration of Indian teachers in European schools involves considerable discrimination which is damaging to a person's self-respect. We recommend that the pay scales of this institution should also be fixed on the model of the C. A. B.'s recommendations with the modifications suggested above. If this course is followed, there should not be room for complaint. The remuneration which we have recommended is in our view adequate for Indians recruited in India and we have not made any specific recommendations in regard to non-Indians recruited from outside India for any posts in Government service as such recruitment is in future linked up with the general policy of recruiting non-Indians on special terms and for limited contract periods only.

20. *Libraries.*—There are a number of Libraries in Delhi attached to various departments of the Government of India or to institutions like the Agricultural Institute. The staff on these Libraries complained that they are subject to a serious disability in the matter of pay and prospects of promotion because in spite of their experience and academic qualifications they have little scope for advancement compared to those employed in the general administrative services. They claimed that their position should be improved by raising their pay and also by pooling the posts of all Librarians in the several Government of India offices with a view to securing for them a satisfactory channel of promotion. They also complained that though their qualifications were practically similar, the librarians of the different libraries were paid on different scales. Much as we sympathise with this class of officers, we are unable to think of a feasible method in which their position can be substantially improved unless the Government of India are prepared to reorganise their library system in Delhi. If the Libraries of all the Departments were, in a large measure, brought together, so as to constitute a single central library leaving each department in possession of only a small number of books directly and frequently needed for use there, it may be possible to reorganise the library service as well. When we put this suggestion to some officers with Secretariat experience, we were told that there was no insuperable difficulty in the way of such a reorganisation; but we were also warned as to the probable attitude of the several departments to such a suggestion. Alternatively, it was asked that the Librarian's salary should be made uniform between all the Libraries. This does not seem to us practicable as the salary of the Librarian must, to a certain extent, depend on the size of each library and the kind of work expected of him. The position of a Librarian who is, and is expected to be, conversant with the literature of the particular subjects in which his department is interested must also be different from that of a Librarian who may not be much more than a custodian. The materials before us do not enable us to classify the librarians of various departments so as to enable us to say which librarians fall under the former category and which under the latter. Considering the paucity of prospects of preferment available to them, we regard the following scales as on the whole suitable for the present for librarians in different grades:—

	Rs.	
(*a*)	100—8—140—10—250	for Libraries where graduates or diploma holders are required.
(*b*)	160—10—350	where Technical Assistants are required.
(*c*)	275—25—500—30—800	where the requirements are as for a Reader in a University.

The third suggestion, namely, that there should be a possibility of transfer of Librarians from departments where their pay is small to departments where the pay is larger, may not ordinarily be practicable in cases in which the Librarian is expected to have a familiarity with the subjects with which his department and his library are concerned because a person who has familiarised himself with a Library in the Finance Department, in the sense above explained, can hardly be usefully transferred to the Library of the Labour Department or of the Legislative Department. We therefore regret that we are unable to give effect to these suggestions for the improvement of the position of Librarians.

21. *Director of Archives.*—This Branch deals with the custody and care of historical records, secret and confidential documents and records of Government and supplies information from recorded papers required by the

Government of India. It also deals with the Indian Historical Records Commission, provides facilities for the conduct and direction of historical research by scholars and arranges for the publication of historical monographs and handbooks, indexing of records, etc. Against the present scales, the Director has suggested the following rates of pay:—

	Present scales	As suggested by the Director.
	Rs.	Rs.
Director	1,250—50—1,500	1,750—2,250
Asstt. Director	350—800	1250—1750
Senior Superintendent	350—500	750—1200
Junior Superintendent	200—300	400—600
Editors	300—600	450—700
Librarian	300—500	450—700
Technical Assistants—		
Senior	150—350	250—500
Junior	75—250	150—400
Laboratory Assistants	40—100	100—250
Checkers, Sortérs, Mendérs	20—40	100—250

The Director has pressed his recommendation on the basis of the educational qualifications required for his staff and the remuneration which they might earn in outside employment. While having every sympathy with the grievance of the staff of the Archives Department, we cannot help suggesting that it is necessary to bring these special posts on a line with the scales which we have recommended for ministerial, Class II and Class I Services, both administrative and scientific. Having regard to the nature of the charge, the pay of the Director should be equated with that of Junior Administrative Officers, *i.e.*, Rs. 1,300—60—1,600. The post of Assistant Director has been compared by the Director to the Reader in a University for which Rs. 500—800 has been recommended by the C. A. B. as an appropriate pay. As he is also in charge of a large office, we recommend a scale of Rs. 500—25—600—40—1,000. Other posts will carry the classifications and scale of pay as recommended below:—

	Rs.	
Director	1,300—1,600	
Assistant Director	500—1,000	
Senior Superintendent	350—25—500—30—650 (Cl. II).	
Junior Superintendent	275—15—450 (Class III).	
Editors	350—25—500—30—680	Class II.
Librarians.	325—25—500—30—590	Class II.
Technical Assistants—		
Senior	250—10—300—15—450—25/2—500.	Cl. III.
Junior	160—330	Cl. III.
Laboratory Assistants	60—150	
Checkers, Sorters, Menders	40—2—60—3/2—75	Class IV.

As regards the ministerial staff (Class III) and lower (Class IV) staff our general recommendations in regard to the staff of the Secretariat will apply to this Department.

22. The *Anthropological Survey* at present comprises a very small cadre containing only one Class I Officer and a number of subordinate staff. We have no special recommendations to make regarding them except that appointments in the Survey should be related to the general classification of services and in respect of ministerial and inferior staff should correspond with the general rates recommended for other departmental offices in Calcutta. For subordinate technical staff like Assistant Anthropologist, Ethnological Assistant, Technical Assistants, etc., the scales we have suggested in para. 25 *infra* would be adequate.

23. The *Imperial Library* in Calcutta has also only one Class I post. As regards subordinate posts, what we have recommended in regard to Libraries in para. 20 *supra* would appear adequate.

24. The *Archæological Survey* including the Epigraphical Survey is one of the oldest and best known Services under the Education Department. The activities of the Department sustained severe curtailment during the Retrenchment Campaign of 1931 and it affected particularly the field work of the Department. The Department has recently been reorganised with a view to improving its work in the field in conservation of monuments. The important posts of the Department are:—

	Present Scales
	Rs.
Director General	1,750—2250
	1,600* (Rev.).
Joint Director General	1,750
Deputy Director General	Time scale + S. P. of 250.
Superintendent (including Epigraphists and Chemists).	350—1,200
	500—1,000 (Rev.).
Assistant Superintendents (including Assistant Epigraphists and Asstt. Chemists).	350—1,000
	300—680 (Rev.).
Executive Engineers	750—950
Librarians	200—500
Assistant Librarians	100—300
Draftsmen	75—150
Accountants	80—225
Inspectors	135—225
Asstt. Chemists, Junior Assistants, Curators, etc.	135—225
Overseers	75—150
Photographers	75—150 150—250
Epigraphical Assistants	250—350 136—225 New scale.

In his reply to our questionnaire, the Director General, Archæology has drawn attention to the fact that in various technical departments, the pay for equivalent posts involving equivalent qualifications is full of illogical variations and in a proposal for standardisation he has sought an equation of the senior posts with the scales in the administrative services.

25. As far as the gazetted posts are concerned, we recommend that posts of Superintendents, Assistant Superintendents, Chemists, etc., in the

Archæological Survey, should be fitted in with the general scales we have suggested for the Class I (including administrative posts, senior and junior scales) and Class II respectively. No change in the present classification of the posts seems warranted. For subordinate technical posts where scientific or special qualifications are required, *e.g.*, Curators, Conservation Assistants, the grades of Rs. 160—10—330 and 250—10—300—15—450—25/2—500 which we have suggested elsewhere for scientific assistants and the grades of Rs. 80—220, 100—225 and 160—330 for technical personnel like Modellers, Draftsmen, Overseers, Photographers etc., according to nature of responsibilities should be adequate. For posts where engineering qualifications are required, the corresponding scales of the C. P. W. D. may be adopted. In regard to posts at present designated as inferior and clerical posts, our general recommendations for these categories in departmental offices should apply.

Mr. Hossain Imam desires to add the following remarks:—

I agree with the most of the recommendations in the Report but in paragraph 14 I think the Superintendent of Education has a very light charge. Although he is like the D. P. I. the head of a Department yet his charge is equal to that of a Divisional Inspector. I would, therefore, suggest that his scale of salary should be 800—40—1,200 and that of his Deputy should be 500—30—800. I believe there is only one Deputy Superintendent and so in course of time he will step into the shoes of the Superintendent of Education. With the rest I agree.

In paragraph 17 we are treading on very delicate grounds. The question of education in India in the primary and secondary stages are of importance to all provinces and states. We must have a regard for the slender resources possessed by these as well as the need for doing the right thing by the school teachers. No doubt they are underpaid but throughout the world Education is lower paid than the other services under the crown. In my opinion the C. A. B. scales are the best that India can afford to pay. Our other recommendations for dearness allowance, house rent allowance and the city allowance will to a certain extent make up for the lower salary suggested therein but to upgrade the scales will only mean restriction in the spread of education. It is a well known fact that people do not go into the education line unless they are forced by circumstances and are not taken in other higher grade services. As regards the Headmasters, I hold the view that merely because the man is a headmaster he should not get a salary much above that of his other fellow teachers. I would suggest that he should get his grade pay plus 20 per cent. Administrative Allowance, so that it may not be too much of a jump for him and a cause of heartburning to his fellow people.

F.—HEALTH DEPARTMENT

On the trifurcation of the E., H. & L. Department, the Department of Health has been constituted as a separate entity. Among the main subjects it deals with are the following:—

Control of the I. M. S. (Civil); Training of Medical and Public Health personnel; Procurement of medical stores for Civil Departments; Control of drug standards; maintenance of educational and professional standards in the Medical, Pharmaceutical, Nursing and Dental professions; Maintenance of Public Health and Sanitary Services including Port and Air Stations; Preven-

tion and control of epidemics; Nutrition and vital statistics; general control of medical relief in Centrally Administered Areas; Control of Central Research Institutes such as the All-India Hygiene and Public Health Institute, Calcutta, Biochemical Standardisation Laboratory and the School of Nursing; Internatonal Sanitary and Health Conferences and Conventions; and all matters dealing with the constitution and powers of local bodies with special regard to Centrally Administered areas.

The Department also deals with planning and development in relation to the above subjects and has under consideration the Report of the Health Survey and Development Committee. The Secretariat of the Department has the usual type of posts and our recommendations regarding the Secretariat in general will apply to this Secretariat as well.

2. The office of the D. G., I. M. S. (which includes the Branch under the Public Health Commissioner) functions directly under the Health Department. The office was recently expanded with a view to creating a machinery for dealing with the preparation and implementation of medical planning and contains a number of technical and advisory posts. As the I. M. S. is a Secretary of State's Service, we are not making any recommendations regarding its pay scales. The pay scales of most of these posts (to the extent that they are not manned by I. M. S. officers) have, we understand, been fixed only recently and with reference to the prevailing conditions. For the Class I and Class II posts, therefore, we do not propose to make any specific recommendations as regards scales of pay but we would suggest that in the event of further expansion or future recruitment, the scales of pay should be brought into line with the appropriate grades for Class I and Class II posts that we have generally recommended for administrative and technical services. Similarly for the top posts, the pay scales should be revised in the event of their being manned by civilian employees so as to bring them into line with our recommendations regarding ceilings for civil service salaries.

At present the office of the D. G., I. M. S. is treated as an Attached Office. The pay scales for ministerial and 'inferior' staff in this office as well as for technical staff, (whose posts are comparable with those of non-technical staff) should be brought into line with our recommendations in respect of staff in headquarters offices which function directly under the control of the Government of India.

3. *Medical Store Depots.*—The Medical Store Depots have been under the administration of the D. G., I. M. S. since their inception. At first the procurement of medical stores was done by the D. G., I. M. S. both for civil and military requirements at the charge of Defence Estimates; but since June 1943, the organisation has been transferred to the charge of Civil Estimates. Besides holding large stocks of medicines, surgical dressings, instruments, etc., so as to meet the requirements of all indenting Governments as well as non-Government medical and quasi-Government medical institutions and certain Indian States, some of the Depots have pharmaceutical factories for the preparation of tinctures and medicines and for the manufacture of dressings, etc. For the day to day work, the Depots have also a large body of Labour staff.

Our remarks above and in other parts of the report will also apply to the gazetted staff of Store Depots such as Superintendents in charge, Advisory Chemists, Factory Managers, etc.

In regard to the office establishment and the inferior staff our recommendations in regard to such staff in departmental offices would cover their case. For Depot staff such as Assistant Managers, Superintendents, Assistant Superintendents, etc., who have responsibility for the custody of stores, the scales which we have suggested for Railway Store Depots might furnish some guidance; but in view of the difference in functions and responsibilities of different grades, the present terminology may not provide a safe indication. The pay scales must be allocated with reference to the true nature of the functions appertaining to each post. In most Depots there are skilled grades of workers such as Cutlers, Tinsmiths, Carpenters, etc., besides unskilled categories like Packers. We have received a number of representations from staff of different Medical Store Depots and representatives from Madras and Bombay Depots also appeared to give oral evidence before us. Among the points made was a demand for uniformity of treatment for workers in matters of leave and retirement privileges etc., along with other non-gazetted and gazetted grades. In regard to ministerial grades, the Madras representative suggested that the basic pay should be Rs. 75—250 with higher grades of 100—300, 350—450 and 500—750 for Assistants and Supervisory personnel. For costlier cities, city allowances, house-rent allowances and conveyance allowances were asked for in addition. For the industrial grades, the Bombay representative suggested the following scales:—

Unskilled	Rs. 60/75.
Semi-skilled	Rs. 60/85.
Unskilled Supervisory Staff	Rs. 90/120.
Skilled employees	Rs. 125/180.

In their oral evidence the representatives of the Medical Store Depots complained that their main grievance was that a large majority of the staff were kept on a temporary basis and that at present there was no proper differentiation in the nature of work and the rate of remuneration between different categories, since a number of semi-skilled and skilled jobs such as those of Turners, Blacksmiths, etc., were lumped together in the same grade as Packers. The Bombay representative asked for scales ranging from Rs. 85—250 for certain categories of skilled employees like Drivers, Electricians, Boilermen, etc. We recommend that so far as the non-clerical staff are concerned, their pay may be regulated as follows:—

Unskilled	Rs. 30—½—35	
Unskilled Supervisory	Rs. 35—1—50	
Semi-skilled	Rs. 35—1—50 Rs. 40—2—60 Rs. 60—3/2—75	According to skill and responsibility.
Skilled	Rs. 40—2—60 Rs. 60—3/2—75 Rs. 75—3—105	According to skill and responsibility.

In regard to Compounders, it has been stated that they are doing much more than compounders and a suggestion has been made that they should be redesignated Pharmaceutical Storekeepers. Whatever their designation we recommend that they may be placed on a grade of Rs. 40—1—50—2—60 with a selection grade of 55—3—85—4—105 if they have no special qualifications and are only doing the duties of compounders in the ordinary sense *vide* our recommendations in the case of Railway Hospitals.

4. *The Malaria Institute of India.*—The Director is an I. M. S. Officer. The other gazetted posts:—

Deputy Director	Rs. 1,800—2,100
Assistant Director	Rs. 625—1,300
Entomologists	Rs. 325—1,000
Asstt. Entomologists and Malaria Assistants	Rs. 270—400

are held by civilians. As regards these posts, we recommend that they should be brought into line with our general proposals and the posts should be classified according to responsibility into administrative, Class I—senior and junior scales or Class II.

In regard to the technical staff such as Librarians, Curators of Museum, Overseers and Draftsmen, Laboratory Assistants, etc., we would invite attention to our recommendations for similar staff in the sections dealing with the Education and Agricultural Departments. Ministerial and Office staff including the categories now designated 'Inferior' may be dealt with in the light of our general recommendations.

5. *Biochemical Standardisation Laboratory.*—The main gazetted posts are:—

Director	Rs. 1,200—1,500—Class I
Pharmacologist	Rs. 350—800—Class II
Pharmaceutical Chemist and Biochemist	Rs. 300—700—Class II
Chemical Assistants	Rs. 150—300 } Class II
Junior Pharmacologist	Rs. 150—400 }

We understand these pay scales were fixed during the period of the war and the only modifications we would suggest is that they should be brought into line with the scales we have recommended for the corresponding categories of posts in other departments. The Chemical Assistants may be on a scale of Rs. 160—330. It is not clear why a different maximum (Rs. 400) has been prescribed for the Junior Pharmacologist. Unless that post is regarded as one of higher status, it should be on the same scale as Chemical Assistants.

6. *The All India Institute of Hygiene and Public Health, Calcutta.*—The main posts are:—

Class I—

Director	Rs. 2,500—2,750
Asst. Director	Rs. 800—1,100
Professors	Rs. 700—1,000 Rs. 1,200—1,500 Rs. 1,100—1,400
Associate Professors	Rs. 800—1,100

Class II—

Assistant Professors	Rs. 375—750

Class III—

Demonstrators, Technical and Research Assistants	Rs. 150—250

These scales of pay also have, we understand, been fixed recently taking note of existing conditions. In accordance with the ceiling terms which we have adopted for top salaries, the pay of the Director should normally be only Rs. 1,800—2,000 while that of Professors, Associate Professors and

Assistant Directors may be in the range of Rs. 800—1,150 the ceiling being raised to 1,250 in the case of Professors, in accordance with the recommendations of the Inter-University Board, unless Government consider the case falls within the exception made by the Board in the case of Technical and Professional Institutes. For the Class II posts we do not recommend any increase in the present minima but the ceiling may be raised to Rs. 800. Technical Assistants and Research Assistants may be placed on the scales which we have generally recommended for this Class *i.e.*, Rs. 160—10—330. Scales of Rs. 40—2—60—3/2—75 may be found suitable for Laboratory Assistants, Museum Assistants, Media Makers, etc. while the grades we have recommended for Nurses namely Rs. 100—185 and 150—225 may be found adequate for health visitors of different grades.

7. *Other Institutions.*—Our remarks above also apply to the case of corresponding staff of the Central Research Institute, Kasauli and the office of the Imperial Serologist, Calcutta.

A complaint was made that scales of pay for medical research staff other than I.M.S., was inadequate. A representative of the Kasauli Institute mentioned certain hardships in the case of ex-I.M.D. men who were not allowed to revert to their original line because they were regarded as indispensable specialists. The result was that they lost their preferment in the army where the scales were stated to be higher for persons of the S.A.S. and A.S. grades. We explained to the witness that it was not in our province to deal with individual grievances. An indication of what we consider to be fair scales of pay for different grades of medical staff is given in para. 16 of the section dealing with Railways. These could be suitably adapted to comparable grades of medical staff in research institutions as well as in hospitals in Centrally Administered Areas which are run by Government.

In regard to the College of Nursing, Delhi, the pay scales were, we understand, sanctioned recently. Many of these posts are still unclassified but the posts of Principal and Vice-Principal could reasonably be placed in Class II scales of Rs. 500—30—740 and 300—25—500 respectively. For the subordinate and teaching staff, the present scales already compare favourably with our recommendations referred to above (in the case of the Railways).

8. *Port Health Department.*—The Port Health Department is administered by the Public Health Commissioner. The Port Health Officers function at the main sea ports and air ports *viz.*:—Bombay, Calcutta, Karachi, Madras, Cochin, Chittagong, Karachi Air Port, Dum Dum Air Port. The Superior posts are those of Port Health Officer, Deputy Port Health Officer, Assistant Port Health Officer and Lady Doctor. The pay of the Port Health Officer (who is a Class I Officer) is grade pay plus Rs. 250 in the case of an I.M.S. officer or 850—1,000 (old scales) in the case of certain non-I.M.S. Officers or Rs. 450—800 according to the importance of the charge. Assistant Port Health Officers are a Class II service on scales ranging from Rs. 260—420. We recommend that Port Health Officers in major ports may be on a scale of Rs. 800—1,150 (Class I senior scale) and Deputy Port Health Officers in major ports and Port Health Officers in less important charges on a scale of Rs. 440—850 (Class I Junior scale). Assistant Port Health Officers including Lady Doctors and Medical Inspectresses may be on a scale of Rs. 275—25—500 (Class II scale). The subordinate technical staff include Fumigators, Sub-Assistant Surgeons, Sanitary Inspectors whose pay at present varies in different

ports. The scales of Rs. 100—8—140—10—170/E.B.—10—230 and 160—10—330 may be found suitable for personnel of the above grades according to the importance of their charges. For the Launch staff, the scales applicable to the Boat Establishment in the Custom Houses might furnish a suitable guide.

G.—AGRICULTURE DEPARTMENT

The Agriculture Department which is one of the departments formed out of the trifurcation of the old E. H. & L. Department deals with the following main subjects:—

(1) Central agencies and institutes for training and research and policies relating to Agriculture including Horticulture, Animal Husbandry, Fisheries.

(2) Forest, including Arboriculture.

(3) 'Grow more food' schemes including machinery, fertilisers and manures.

(4) Control of pests and disease of plants.

(5) Commodity Committees.

(6) Central Agricultural Marketing Department.

(7) The Survey of India.

(8) The Botanical Survey.

(9) The Zoological Survey.

2. A number of research institutions are under the control of this Department such as the Directorate of Dairy Research with the Imperial Dairy Research Institute at Bangalore, the Forest Research Institute and College, Dehra Dun, the Imperial Agricultural Research Institute, Delhi, the Imperial Veterinary Research Institutes at Izzatnagar and Mukteswar, the Bureau of Plant Protection and Quarantine including the office of the Director of Locust Control. The Imperial Council of Agricultural Research also functions under the Agriculture Department and a large part of its permanent staff are recruited through and controlled by the Department.

3. The Secretariat of the Agriculture Department at present includes a number of technical and advisory posts on different scales of pay:—

Irrigation Adviser	Rs. 3,250
Development Commissioner	Rs. 3,000
Dy. Agricultural Production Adviser	Rs. 1,000—1,200
Asst. Agricultural Production Adviser	Rs. 750—900
Fisheries Development Adviser	Rs. 2,300—2,500
Dy. Fisheries Development Adviser	Rs. 1,200—1,500
Director, Economic and Statistics	Rs. 1,400
Live Stock Adviser	Rs. 1,500 *plus* 300 S.P.
Plant Protection Adviser	Rs. 2,000—2,500
Dairy Development Adviser	Rs. 1,800—2,050+S.P. 250
Director, Agricultural Machinery	Rs. 1,400
Inspector General of Forests	Rs. 3,250
Research Officer	Rs. 350—400
Biochemists	Rs. 500—600
Technical Assistants	Rs. 250—350

Many of these posts have been created during the war time and thereafter in connection with the Grow More Food schemes and the preparation and implementation of agricultural development plans. Their scales of pay have, we understand, been fixed generally on an *ad hoc* basis with particular reference to the previous conditions of service of the officer recruited. It is not possible for us to envisage the extent to which the duties which these officers discharge will continue in future in the central field. All that we could now say is that when further recruitment is made or if any of these posts are to be made permanent it would tend to greater uniformity in the Service and avoid undesirable competition if scales of pay were fixed with due regard to the general pay levels we have recommended for posts of comparable importance and responsibility elsewhere, rather than on *ad hoc* considerations. The pay of officers and staff of the Secretariat proper may be regulated on the basis of our general recommendation for such staff. We would in this connection invite attention to our suggestion that offices of administrative or executive heads may be separated from the Secretariat proper so as to avoid the present clamour for uniformity of treatment with the Secretariat and to ensure a measure of uniformity between all non-secretariat offices functioning under the direct control of the Government of India departments.

4. When indicating its views on the questions referred to this Commission, the Department of Agriculture stated that:—

(1) the higher posts should be adequately paid so as to attract the best talent and the limitations in making a comparison with post of university professors should be realised, namely, that the latter have ample leisure and means to earn additional income by way of examination fees, writing books, etc., and do not have to undertake strenuous administrative responsibilities;

(2) the scales of pay should be uniform for different departments for the same kind of work.

By way of illustration it was suggested that the Directors in charge of Institutes should be allowed a salary of Rs. 2,000 to 2,500 which may be raised in special cases to even Rs. 3,000, that heads of sections and branches should be given a salary of Rs. 1,250—1,750, and that Class II and Class I Officers should be paid Rs. 300—600 and 600—1,000 respectively.

We have given due weight to these views but we have had to adapt them to the general considerations as to maximum salaries which we have explained in Part II of the Report. We proceed on the assumption that if and so far as it is found necessary to obtain the services of specialists from abroad, the arrangement would be on a contract basis. Our recommendations do not relate to such arrangements.

5. As regards the Secretariat proper of the Agriculture Department, both in regard to the gazetted as well as ministerial personnel, recommendations which have been made elsewhere for such persons generally will apply. In regard to the technical posts such as Directors, Deputy Directors, Assistant Directors, etc., dealing with Irrigation, Agricultural Development, Fisheries, Economics and Statistics, Live Stock and Cattle Utilisation and Protection, Dairy Development, etc., in as much as most of the posts are temporary and the scales of pay have been fixed on *ad hoc* considerations after taking into consideration the qualifications of the

individuals selected, we do not propose to suggest any general revision. The same remarks will also apply to Class II and subordinate technical posts. In the event of future recruitment to these posts during their currency we will; however recommend that the scales of pay to be allowed should bear in mind the salaries which we have recommended for Heads of Departments, Class I and Class II Services and for subordinate scientific staff generally and not be pitched high on the basis of their present incumbency.

6. *The Zoological Survey and the Botanical Survey.*—The Director has recommended scales of pay as below against existing scales, apparently on the view that scales of pay for scientific services specially in the higher branch, should, as a rule, be higher than those of corresponding men working in other Departments as scientific workers generally join service at a later age, have higher initial qualifications and have invested more time and money in equipping themselves for their work:—

	Director's proposals	*Present scales*	*Classification*
	Rs.	Rs.	
Director	2,500—3,000	1,000—1,500(O) 1,200(N)	Class I
Jt. Director	2,000—2,500	...	Do.
Superintending Zoologist .	1,300—1,750	...	Do.
Zoologist	550—1,250	350—950(O) 300—850(N)	Do.
Asstt. Zoologist . . .	300—800	200—650(N)	Class II
Scientific Assistants . .	200—400	150—360(O) 125—200(N)	Class III

In dealing with the scientific services we have taken these considerations into account; but we consider the proposed rates excessive. The Director himself recognises that there should be no distinction between the pay of comparable grades of scientific staff such as Zoologists, Chemists, Physicists, Botanists, etc. Having regard to our recommendations regarding ceiling salaries for Government employees, and to the size of the Department and the nature of the work we cannot place the Director at a level higher than that of head of a smaller department, *i.e.*, scale 1,300—1,600 or 1,600—1,800. The scales of Zoologists and Assistant Zoologists should be related to the general scales which we have suggested for Class I (Junior scale) and Class II respectively. Superintending Zoologists might be considered equivalent to the senior scale in Class I. Regarding the scientific assistants, we consider their pay scales should be similar to what we have suggested elsewhere for this class of persons *viz.*:—Rs. 160—10—330 with a selection grade of Rs. 250—500. For technical subordinates such as Librarians, gallery assistants, Collectors, Artists, etc., and Laboratory Assistants what we have suggested for similar staff in the C.B.R. Chemical Service and the Archæological Survey may be suitably applied. The same comments apply also to the Botanical Survey. The Director has not suggested any specific scales of pay for the scientific staff but desires only parity with sister departments such as the Zoological Survey.

7. *The Central Agricultural Marketing Department.*—The scales of pay of the more important specialist or technical posts are indicated below:—

Class I—	
Agricultural Marketing Adviser	Rs. 1,800—50—2,000.
Dy. Agricultural Marketing Adviser	Rs. 1,500
Senior Marketing Officer	Rs. 900—1,200
Marketing Officers and Senior Inspectors	Rs. 600—900
Class II (various posts such as)— Assistant Marketing Officer, Inspector, Chemists, etc.	On various scales ranging from Rs. 200 to 700.
Class III—	
Senior Chemists	Rs. 250—350
Junior Chemists	Rs. 150—250
Research Assistants	Rs 100—220
Statistical Clerk	Rs. 80—200

In regard to the Class I posts, we agree that the posts of Marketing Officers and Senior Marketing Officers, Inspectors, etc., may be placed on the senior scale of Class I. The Agricultural Marketing Adviser and Dy. Agricultural Marketing Adviser may be on the scales of Rs. 1,300—1,600 and 1,000—1,400 respectively. In regard to the Class II posts, we observe that there is at present considerable variation in the levels of pay both in regard to the maximum and the minimum. If this represents a differentiation on the basis of responsibility we are reluctant to recommend that the pay of these posts should be brought on to the full range of the Class II scales which we have suggested. They may be limited to Rs. 275—25—500—30—650. For the technical subordinate staff possessing research qualifications and engaged on scientific work like Assistant Chemists and Chemists a scale of Rs. 160—10—330 with a selection grade of Rs. 250—500 would seem to be appropriate. For other posts, the grades of Rs. 60—105, 100—185 may be found suitable. Where the minimum qualification is a university degree, the scale of Rs. 80—220 would be appropriate. Ministerial posts, including posts of storekeepers, draftsmen, etc., and lower grade posts will remain on the corresponding ministerial or lower grade scales in depatmental offices generally.

8. *The Directorate of Dairy Research and the Imperial Dairy Research Institute, Bangalore.*—The main posts are:—

Class I—	
Director	Rs. 1,800—2,050 (O) Rs. 1,600—2,000 (N)
Husbandry Officers, Chemists, Bacteriologist and Technologists	Rs. 350—1,250 (O) Rs. 300—1,000 (N)
Class II—	
Assistant Chemists, Superintendents, Biochemists	Rs. 300—800 (O) Rs. 200—650 (N)

The pay of the top posts such as that of Director may according to importance be fixed as 1,300—1,600 or 1,600—1,800. We consider that no revision is necessary in the scales of pay of the other posts both in the Class I and Class II except to the extent of bringing such posts to the general level which we have suggested for Class I and Class II services and grading them according to responsibilities as senior or junior scale charges in Class I. The pay of subordinate technical staff may be regulated on the lines indicated above and in the case of the I.A.R.I. for comparable staff. The same remarks apply to the office of the Plant Protection Adviser to the Government of India and the staff of the Locust Warning organisation.

9. *Imperial Council of Agricultural Research.*—The promotion, guidance and co-ordination of agricultural and veterinary research and the application of its results throughout India are the main functions of the Council. While maintaining no research institutions directly under its control, the Council is expected to decide what particular schemes of research are of all-India or of local importance and whether any scheme could best be carried out at a Central or Provincial institution or by any other agency after subjecting the scheme to examination by its experts and making such grants as it considers suitable. Training of research workers, collection and dissemination of information and publication of scientific papers, etc., are also among the functions of the Council. The cost of the Secretariat staff of the Council under the Vice-Chairman is met by Government. The main posts are:—

Class I—

Vice-Chairman	Rs. 3,250
Jt. Vice-Chairman	Rs. 2,750
Secretary	Time scale plus Rs. 300 S.P.
Under Secretary	Rs. 1,000—1,250
Agricultural Commissioner	Rs. 2,500—2,750
Animal Husbandry Commissioner	Rs. 2,500—2,750
Asstt. Agricultural Commissioner Asstt. Animal Husbandry Commissioner	grade pay plus Rs. 250 S.P.
Fruit Development Adviser	Rs. 2,000—2,250
Statistical Adviser	Rs. 1,200—1,500

Class II—

Asstt. Statisticians	Rs. 200—650
Asstt. Fruit Dev. Adviser	Rs. 600—900

The ministerial staff are on the scales of pay for attached offices. The Council have suggested that the pay of Assistant Agricultural Commissioners and equivalent posts of Assistant Advisers should be Rs. 750—50—1,200. For other posts they have suggested a range of Rs. 50—80 for Class IV covering the present 'inferior' servants, Rs. 100—300 for clerks (Class III service) and Rs. 175—500 for Stenographers (Class III service) and Rs. 200—600 with a selection grade Rs. 400 to 600 for Assistants (Class II Service) and Rs. 600 to 800 for Superintendents (Class II service) and Rs. 1,000—1,200 for Assistant Secretary. In so far as the non-technical ministerial staff are concerned, the scales we have suggested for headquarters offices which are directly subordinate to the Government of India would be appropriate for the staff of the Council. For the higher administrative and technical posts, we would suggest that the pay scales may be regulated on the lines indicated in para. 3 *supra.*

10. Among the important institutions working directly under the Government of India, Agriculture Department, are the Imperial Agricultural Research Institute, Delhi, the Imperial Veterinary Research Institutes at Mukteswar and Izzatnagar and the Forest Research Institute and College at Dehra Dun. The functions of the I.A.R.I. are to carry on fundamental research in agriculture and to impart post-graduate training in different branches of agricultural science. The main categories of staff in the Institute are:—

	Rs.	
Class I—		
Director	2,000—2,250	
Assistant Director pay of head of a division plus 250 S. P.		
Class I—		
Officers	275—1000 plus 150 for heads of divisions.	
Class II—		
Officers	250—800	(Old)
	300—650	(New)
Class III—		
Scientific Assistants	100—300	(Old)
	100—250	(New)
Fieldmen	40—120	(Old)
	40—100	(New)
Plant Collectors	30—40	(Old)
	25—30	(New)

The Director of the Agricultural Research Institute, Dr. J. N. Mukherji has pointed out that the present rates of pay are inadequate for scientific workers in Government institutions and deplored the present disintegrating tendency by which quasi-Government concerns such as Commodity Committees, etc., canvass and obtain the services of scientific workers from Government Research Institutions. He has strongly urged that scientific services should carry the same emoluments, status and prospects with other services in Government and that reserved posts should be properly grouped into the following four categories:—

(1) Heads of Divisions, *i.e.*, those entrusted with researchship and research organisation;

(2) Class I Officers, *i.e.*, those in charge of important sections involving specialised technique;

(3) Class II Officers, *i.e.*, young men who are in charge of units; and

(4) Research Assistants whose minimum qualification would be a post-graduate degree or diploma in their resepective subject.

On these considerations he has suggested the followng scales of pay for the staff of the Institute:—

	Rs.
Heads of Divisions	1,250—50—1,750
Registrar	800—50—1,250
Class I Officers	600—40—1,000—50—1,250
Class II Officers	300—25—625—35—800
Research Assistants	150—10—350
Research Fellows	150
Senior Laboratory or Field Assts.	100—5—150—5—200
Junior Laboratory Assistants	50—5/2—75—5—100
Ministerial & Inferior Staff	Scales of pay fixed for the Imperial Secretariat staff.
Artists (*a*) Head Artists	200—10—350
(*b*) Senior Artists	175—7½—200
(*c*) Junior Artists	75—5—125
Fieldmen and Setters	50—5/2—75—5—100

11. In the Forest Research Institute and College, the main posts are:—

Class I—

President—Forest Research Institute	I. F. S. pay plus 250 S. P.
Sylviculture or Utilisation Branches	If I. F. S. grade pay plus 150. If Class I—500—1,000 If Class II—250—750 (Old) 200—600 (New)
Director of Forest Education, Lecturer, etc.	I. F. S. grade pay plus 150 S. P.
Assistant Lecturers	PFS scale plus 100 or 200—600

Class III—

Lower Grade Assistants	100—200 65—125
Laboratory Assistants	65—125
Field Assistants—Various scales	20—40 to 50—80

In the Utilisation Branches—Timber Testing, Wood Seasoning, Paper Pulp and Wood Technology Sections, besides the above, there are a number of semi-skilled and skilled artisan grades.

Imperial Veterinary Research Institute.—In the Imperial Veterinary Research Institute, the main posts are the following:—

	Present scales	Representatives demands
	Rs.	Rs.
Class I—		
Director	1,800—2,050 (Old) 1,800—2,050 (New)	2,500—3,000
Deputy Director	275—1,000 plus 250 S. P.	
Heads of Sections	275—1,000 plus 150 S. P.	1,300—1 750
Research Officers	275—300 (Probn:) 325—25—650/EB—35—1,000.	800—1,250
Class II—		
Assistant Research Officers	250-25-550/EB-25-750 200-15-350/EB-20—350	450—800
Class III—		
Research Assistants Grade I	300—450	
Grade II	200—300	

Besides the above posts, there are a few on lower scales of pay sanctioned for short contract periods.

12. One of the complaints of scientific workers in these Research Institutes was that those of them who first got employment in quasi-Government bodies after a career of research and later joined permanent Government service suffered in the matter of retirement benefits as there is no rule by which service under Government and service under a quasi-Government body could be counted together for purposes of pension. In this connection we would commend for the consideration of Government the adoption of a scheme similar to the Federated Superannuation System for Universities which has been extended to Government Departments in the U. K. The basic idea of the scheme we understand is that a substantial provision is made continuously and without interruption during the whole working life of a member by means of contributions partly by himself and partly by the institution of which he is a member. When such a person moves from one institution to another within the scheme the accrued rights are transferred to the latter to be continued and augmented during the second period of service and under similar conditions.

13. The scientific staff both gazetted and non-gazetted of the above three institutes, namely, Imperial Agricultural Research Institute, Imperial Veterinary Research Institutes, Izzatnagar and Mukteswar and the Forest Research Institute, Dehra Dun, gave evidence before us. The general demand of every grade represented was to place persons with scientific or technical qualifications in each category on a level higher than that of the corresponding ministerial or administrative posts to which persons with similar minimum qualifications were generally recruited.

The gazetted officers of the I.A.R.I. whose present rates of pay are Rs. 300—25—650—35—1,000 and Rs. 200—15—350—20—650 for Class I and Class II respectively, asked for the amalgamation of the two services into a single one carrying a scale of Rs. 400—1,500 on the ground that initial qualifications were almost equal except for the stipulation of a higher period of practical training and it was purely a matter of luck when a Class I vacancy became available in a particular special branch. Their grievance appeared to be that there should be some automatic channel of promotion from Class II to Class I without Class II officers having to compete with outsiders for Class I vacancies. In as much as recruitment takes place through the F.P.S.C., and all persons in Government service are permitted to apply for recruitment to the higher posts we do not consider that there is any basis for this grievance. As we have elsewhere suggested they may fairly claim that the age limit should be relaxed in their favour. Another complaint made before us was that outside remuneration was higher for scientists than the present Government scales offered and therefore there was a large drift to universities and non-scientific departments. We cannot agree to the proposal that there should be a uniform scale for all scientists, *viz.*—Rs. 400—1,500 since it would not be financially justified to allow such a long and liberal scale for all posts without regard to their relative importance. The merger of the Class II service with Class I will also deprive persons entering as Scientific Assistants in non-gazetted posts of normal channel of promotion. Similar complaints were also made by the research workers of the I.V.R.I. who desired that there should be a State Scientific Service, uniform scales for the same class of personnel in all departments with common designations and that scientific workers should receive a higher remuneration than other civil servants. Some gazetted

officers of the Forest Research Institute similarly asked for a merger of the Class I and Class II services and a uniformly higher scale of pay on the model of the I.F.S. scale. Among other demands of the Associations of workers of the I.V.R.I. were parity of leave terms between old and new entrants, grant to temporary employees with more than three years service of the same leave terms as permanent employees, that all service under research organisation financed out of central revenues should be counted towards pension; that in the matter of pension, research workers should be given a weightage to their service to the extent of five years so as to earn full pension and that all scientific posts in Class I should be allowed to earn the maximum pension of Rs. 7,000 p.a. under the Superior Service Rules. These demands were also repeated by representatives of the associations who gave oral evidence before us.

14. In all these cases we consider that it would be fair if the remuneration for scientific workers is fixed on a par with what we propose for corresponding posts in the Class I (Senior or Junior scale) and Class II or Class III services according to the nature of duty and responsibilities. The posts should also be differentiated on the basis of importance and responsibility. Thus a person carrying on independently high grade research work should be ordinarily only in the junior scale of Class I while one whose duties involve supervision or direction of the work of similar workers such as heads of departments in institutes should be on the senior scale. Heads of Institutes should rank with heads of departments in the matter of pay, the scale being fitted according to the importance of the institution into one or other of the following grades:—

1300—1600; 1600—1800; or 1800—2000

15. The subordinate scientific staff of various institutions like the I.A.R.I., I.V.R.I., the F.R.I., Geological Survey have similarly claimed a higher scale of remuneration than for ministerial posts and everywhere the desire was to equate their demand for increased remuneration with that of the most attractive ministerial service, namely, that of the Imperial Secretariat. We consider that in respect of scientific assistants, a scale of Rs. 160—330 with a selection grade of 250—500 should be adequate on the basis that the minimum qualification is a research degree. In other cases where an ordinary Arts or Science degree is prescribed as the minimum qualification, there should be no justification for differentiation between the Scientific Assistant and a ministerial Assistant. The scales of Rs. 35—50, 40—60, 60—75 and 75—105 should, in our view, be found suitable for categories like Laboratory Assistants, Fieldmen, Plant Collectors and other skilled or semi-skilled workers, provided a proper differentiation is made of duties and responsibilities.

16. *Survey of India.*—The Survey of India is one of the oldest organisations dating back to the days of the East India Company. It was initiated by military survey parties and has even to this day retained in its higher ranks its original military complexion. In 1886 when enquiry was conducted into the Indian Public Services and again when the Islington Commission reported on the subject in 1915-16 it was observed that the superior posts were filled predominantly by military officers and civilians were allowed entry only into a sort of lower or provincial cadre. The main work of the department has remained the preparation of topographical maps which are required not only for military purposes but also by civil administrations such as Public Works, Irrigation and Forest Departments. The headquarters of

the department was originally at Calcutta but later was shifted to Delhi and some of the important branches, *e.g.*, map reproduction office, which were located in Calcutta were moved to Dehra Dun during the war. The organisation of the department has undergone many changes and it suffered an attenuation when the post-1931 policy of retrenchment was in full swing. This had the effect of retarding the completion of the topographical map of India and on the outbreak of the war the entire resources of the department were directed to the task of providing maps for the army. With the return to peace time conditions of working the demand for the services of the Survey of India has increased on account of the numerous reconstruction and development plans which have come up for consideration, particularly in the field of irrigation, power engineering and soil conservation. The Surveyor General has explained to us that these demands now require a reorientation of the activities of the department as a survey map of India on a larger scale than exists at present will have to be prepared.

17. Till recently Class I posts in this service were manned exclusively by personnel drafted from the army. We were informed that a few civilians have recently been appointed to these posts. It was accordingly strongly pressed on us by the members of the Class II service in this department who sent representations and also gave evidence before us—

(i) that all recruitment to the Department from the army should cease and Class I posts should be filled by civilians with appropriate qualifications;

(ii) that Classes I and II should be amalgamated and that recruitment should be made to this amalgamated service carrying a single scale of Rs. 375—1,750 in the same manner as to the higher services in India;

(iii) that even if Class I should be retained separately from Class II, there should be ample opportunities for Class II officers to be promoted to Class I posts; and

(iv) that it was unjust that officers who are entitled to draw only civil rates of pay and are not granted any military privileges should be bound down for compulsory military service.

18. Next below Class II are the Upper Subordinates. They in turn insisted in the course of their oral evidence that members of their section of the Service should be freely promoted to Class II and Class I posts. The Surveyor General (Brigadier Sir Oliver Wheeler) was emphatically of the opinion that Class I should continue to remain distinct from Class II and that a large proportion, at any rate of Class I should consist of men who have seen and would be ready to undertake military service. He, however, informed us that in the proposals recently submitted by him to the Government of India he has recommended that 50 per cent. of Class I posts should be made available for civilians, and that out of the 50 per cent., 25 per cent. should be recruited directly to Class I and the remaining 25 per cent. should be taken by promotion from Class II. For the reasons given by us in discussing the general question of the continuance of the distinction between Class I and Class II Services, we accept Brigadier Wheeler's view that the distinction should be maintained. Much as we should like to see the elimination of the Military element from this service during its peace-time existence, we cannot ignore the point of the Surveyor General's argument that a certain reserve of military officers in this Department is necessary to meet

the demands sure to be made by the army almost at the outbreak of any war and if military officers are to be retained in the department at all, they should be men of high qualifications and therefore members of a Class I Service. Whether the proportion between the military and the civil personnel should be 50 : 50 as Brigadier Wheeler suggests, or the civilian element could be made larger, and whether it will be possible to impose a condition subjecting the civilian officers to liability to military service in the event of an outbreak of war, are matters of policy which we must leave to the Government to decide. We referred to this question of recruitment here only in view of its bearing on the question of the attractiveness of the service in its higher grades, whether in Class II or Class I, to young men of ability because if they have no prospects of preferment to the higher posts in the line it is scarcely likely that they will be tempted to enter the grade II service. Any attempt to attract them merely by raising the pay of the grade II service cannot produce satisfactory results.

19. If Class I posts in this service are to be manned partly by men from the army and partly by civilian officers whether directly recruited or promoted from Class II, the question of parity or disparity in pay between the military and the civilian personnel assumes importance. The history of a similar question in relation to the Indian Civil Service is well known. The Service men naturally insist that there should be no difference in pay or in status between themselves and military officers. The Surveyor General, in his Memorandum, has stated—and he repeated before us—that technical services are, in this country, paid insufficiently relative to non-technical services and that in his own department, the standard is lowering because it has not been possible to obtain as good quality men as hitherto on the present pay scales which are too low to attract or keep good men while it is essential that it should have the best men obtainable in India. From the answers given by him during his examination, it is not easy to say how far the difficulty of securing proper men for the Department in sufficient numbers is due to the demands of war-time conditions and how far it is due to normal causes. The change in economic conditions is of course a factor which must be operative as much on the members of this service as on the members of other departments of public service. If field work in the Department involves strain and hardship, there are also compensations as such work is seasonal. We have therefore no reason to think that in the years to come, it will be necessary to offer to recruits to this service any different terms from those offered to recruits to other Departments. The Surveyor General appears to have made certain proposals in respect of the scale of pay for Class I Civilian Officers in a letter addressed by him to Government on 14th August 1945. According to these proposals, the pay of the civilian officer will practically be the same as the pay of the military officer equating in a way the time scale rates up to the 27th year of service with the corresponding rates of pay for the Indian Engineers in the army. In his evidence also the Surveyor General stressed the need for paying civilian personnel in Class I on the same scale as army personnel and at the same time allowing an addition to the regular army pay to induce military personnel to join the Survey of India. These scales ranged from Rs. 500—2,000. It is not within our province to make any comments on the pay or allowances of the men who may be recruited from the army; but so far as civilian recruits are concerned, we are decidedly of the opinion that these rates are too high and there is no justification for the policy of paying Indian officers recruited in India on the same scale as European officers merely because it is not within the power of the Government of India to lower the

scale of pay for European officers. Further, we expect that the rate of pay for the Indian Army officers will in future bear a more reasonable parity to that of the civilian services and we would accordingly recommend that all Indian Officers of Class I should be paid on the same scale (as we have recommended for these services) whether they are serving alongside of European Officers or not, and that there should be no difference in this respect between one Department and another, except in so far as special grades or allowances may be provided in respect of particular departments in view of their importance, responsibility or arduousness. This last qualification is of particular importance here because it has been pressed on us that certain departments like the Survey of India and Geological Survey involve, by the very nature of their work, great hardship on their officers and men. Liability to transfer anywhere in India is a common factor of all the higher services and the pay scales we have recommended are sufficiently liberal to cover all such incidents. The only factor in respect of which additional compensation may be claimed is the incident of field service with the army. This can be provided for by a suitable family allowance during the period of actual military service.

20. The Surveyor General has suggested a scale of Rs. 500—2,000 of which Rs. 500—800 is junior scale and Rs. 750—2,000 senior scale as suitable pay for civil employees in the Class I service. He has apparently based these rates on the rate of pay of Indian Engineering Officers including the element of family allowance. As far as we are aware the Military Pay Committee has not yet fixed the future scale of pay of the Indian Army personnel and will be doing so in the light of our recommendation as regards civilian posts generally. We therefore consider it inappropriate to fix the scale for the Survey of India on the basis of the existing rates of pay for military personnel. On the other hand, we consider that parity between this service and other services should be welcome and posts in the Survey Department should carry pay similar to what is allowed for administrative and lower posts in other departments. On this basis we consider that posts of Assistant Superintendents should remain on the junior scale, *i.e.*, 350—850 and posts of Superintendents on the senior scale, *i.e.*, 600—1,150 which we have prescribed for civil services generally. Posts of Director in our view should be on a level with that of junior administrative posts (*i.e.*, Rs. 1,300—1,600) and that of Surveyor General with posts of heads of the largest department (Rs. 1,800—2,000).

21. Representatives of Class II services have asked for a merger of their service with Class I and the grant of identical scales of pay, *i.e.*, Rs. 450—1,750 on the ground that the work done is the same. At present civilian personnel in Class I are recruited by promotion from Class II while the military personnel coming from the army already possess besides practical experience basic engineering qualifications. Recruitment to the Class II service, we understand, is made through an examination for which minimum qualification is a degree. Recruits are not necessarily engineering graduates and they obtain professional skill only as the result of an intensive departmental training. In the circumstances we consider that the pay scale for the Class II service (which we recommend should continue) should be on a level with that for other Class II Services, namely, Rs. 275—800.

22. A special class of officers known as Topographical Assistants were recruited during the war. The class comprises a large number of qualified young men and their case certainly deserves sympathetic

consideration. They put their case too high when they claimed that at the time of their recruitment it was represented to them that their services would be permanent. The advertisement makes it clear that they are appointed only for the period of the war. But having been there for five or six years and having been found quite efficient, they deserve every consideration. It is not for us to fix the number of officers required for the department; but it gave us some satisfaction to hear from the Surveyor General that he would try to appoint as many as possible of this class to vacancies resulting from the promotion of Class II officers to Class I as well as to vacancies in the Upper Subordinate cadre. He, however, mentioned that certain rules and regulations which the Home Department were applying rigidly stood in his way. We are not aware of the details of these rules and regulations. But, in the special circumstances of the case, we venture to express the hope that it would be made possible for the Surveyor General to do justice to these men.

23. In regard to subordinate staff the scales of pay differ considerably. The statement below shows the categories of posts and the general pay range under the old scales of pay, the revised scales of pay and the demand of the staff associations belonging to the grade and the Surveyor General's proposals:—

Upper Subordinate Service.	Old or new scales of pay	Demand of Staff associations	Surveyor General's proposals
	Rs.	Rs.	Rs.
Category of posts—			
Probationers	60—100 (old) 60—80 (new)	70—200 and 100—120 (Prob.) 200—750 (for the more important posts).	
Ordinary grade	120—300 (old) 96—240 (new)		
Special grade	350—400		
Draftsmen	300—450 (old S. G.) 130—350 (old Ordy.) 110—300 (new Ordy.)		
Engravers	130—350 (old)		
Reproduction Assistants	110—300 (new)		
Lower Subordinate Service—			
Surveyors, Computors, Draftsmen, Traversers, Recorders, Levellers, Reproduction personnel including Copper Plate Printers.	Different grades—80—250 ranging from 30—38 to 120—160 (old)—Rs. 29—36 to 42—145 (new).		On army model basic pay plus trade pay according to qualification and technical ability ranging from Re. 1 to Re. 4 per day.
Grade IV or Inferior servants—			
Daftries, Jemadars, Tindals, Mates Khallassies, etc.	Ranging from— 15—1/5—19 to 20—½—27 (old) 13—1/5—17 to 18—½—25 (new).	30—75	Not less than Rs. 20 on pre-war standard.

24. We understand that the practice in the Department is to recruit persons possessing the prescribed minimum qualifications and to give them intensive training after which persons possessing the necessary

aptitude and skill are confirmed and receive further advancement according to their ability. For the Upper Subordinate grades we understand the minimum qualification is Matriculation or Inter Science and in the circumstances we do not consider that the pay should be any higher than for similar grades of engineering staff recruited on the Railways. On this basis a pay scale of Rs. 100—120 Probation and Rs. 130—10—300 with a selection grade of Rs. 250—15—400 would seem appropriate. For Draftsmen and the higher grades of subordinate technical staff in the Map Production Branch the following scales may be applied according to the technical skill and ability called for:—

Rs. 60—4—120/EB—5—150.

Rs. 100—5—125—6—155/EB—6—185.

Rs. 130—10—300.

Rs. 250—15—400.

We feel doubtful whether the system of payment on the army model suggested by the Surveyor General would work satisfactorily so long as the conditions of service of the lower subordinate personnel in the Survey of India are not entirely governed by army terms of service. It is unlikely that a basic scale on the level of that of the sepoy would serve to satisfy employees even when substantial differential in pay is allowed for technical skill. There is also a possible danger that the grant of trade pay may be to some extent arbitrary as it might depend upon the opinion or good will of a particular officer who may have the power to make this award. The Surveyor General in his evidence before us, has assured us that technical skill for which trade pay is payable is capable of exact ascertainment through trade tests. We understand his proposals are already with Government. Without prejudice to these proposals we suggest that if the existing practice of having inclusive pay for different grades on the basis of difference in duties and responsibility is to continue, the following scales may be found appropriate for posts involving different degrees of responsibility:—

	Rs.
Unskilled	30—1—35
Unskilled Supervisor	35—1—50
Semi-skilled	35—1—50 40—2—60 60—3/2—75
Skilled	40—2—60 60—3/2—75 75—3—105
Highly skilled	90—5—120

In regard to ministerial posts we do not make any specific suggestions as regards scales of pay but would recommend that such staff in the office of the Surveyor General and subordinate offices of the Survey Department may be respectively dealt with on the bases we have recommended for headquarters offices working directly under the Government of India and departmental offices.

25. The point as to the undesirability of retaining a large proportion of men in temporary service for a long time was pressed by the employees in this Department also. The Surveyor General stated that his present proposal would restrict the maximum period of temporary service to ten years. It seems to us that even this is too long a period to keep a man in suspense. He, no doubt, explained that it takes a great deal of initial

training and observation later before the Department can come to a decision as to the suitability of a person for confirmation and retention in service and he added that as a matter of fact not many people were discharged. Even making allowance for these considerations, we think it fair that any man who enters the Department should know within a reasonably short period how exactly he stands in the Department. As long as he is left in an uncertainty as to his future, the mere fact that he may not ultimately be discharged is not sufficient to secure to him the peace of mind arising from a sense of security of tenure.

26. One peculiarity of the Department to which Brigadier Wheeler drew our attention deserves to be noticed. Certain inferior members of the service whose work is required only at particular periods of the year remain on what is called departmental leave during the rest of the year. During such periods, they receive an allowance amounting to about half their salary. It is the practice to debit this leave against the leave account of such employees. We agree with the Surveyor General that this is not fair. The matter is not one in which these employees have a choice and it certainly cannot be pretended that such leave is given to them at a time when they may require leave. The practice is adopted only for the convenience of the Department and with a view to economy. The case is not even analogous to the practice obtaining in vacation departments because officers of these departments receive their full pay during the vacation whereas employees of the Survey Department receive only half pay during departmental leave. We recommend that this practice of debiting departmental leave against the leave which the employee would otherwise be entitled to should be suitably altered so as to avoid hardship to low paid staff.

27. We are in general agreement with the recommendations made by the Surveyor General in his letter to Government of the 3rd May 1946 as to the methods of recruiting men to the Upper Subordinate Service and as to the pay scales proposed for them. The proposals therein made for the promotion of men from the Upper Subordinate cadre to Class II service also seem reasonably sufficient to serve as an inducement and incentive to members of the service. The Upper Subordinates, in turn, desire that the distinction between their Class and Class II service should, in effect, be abolished, Alternatively, they claim that when they discharge duties which were really of the nature of duties of Class I officers they should be paid either the rates of pay applicable to Class I officers or at least special allowances. The scales proposed by us which follow the recommendations of the Surveyor General are a very substantial improvement on the existing scales and should be appropriate.

28. A complaint was made that the bond taken from certain classes of recruits when they entered the Department was peculiar to this Department and that there was no justification for such a course. It was also urged that it was a purely unilateral contract imposing harsh terms upon the employee. We do not see any justification for such a complaint. Such bonds though not common, are not unknown in other Departments. In view of the fact that a person recruited to this kind of service has to be trained for a long time at public expense, it is only right that it should be made a condition of the arrangement that he should not quit the service for at least five years. The only other condition to which exception was taken is the clause imposing a penalty on a person who attempts to resign from the service at the commencement of the field

season. In view of the inconvenience and dislocation of work which a resignation at that particular juncture would cause, the clause cannot be regarded as unreasonable.

29 Objection was also taken to the way in which what is known as the next below rule works in the Department when officiating arrangements are made. It was explained to us that on occasions of short term vacancies, the ordinary practice is to promote the man next below and if he happens to be away on military service, the man next below him is appointed but the intermediate man in military service also gets the higher pay which he would have got if he had filled the acting vacancy. It was claimed that this privilege should be extended even to persons not absent on military service. We see no justification for this claim. The privilege given to the man going on military service is explicable as an inducement to persuade him to forego his chances of preferment during his absence. So far as the man remaining on civil duty is concerned, the omission to appoint him to the acting vacancy must be due either to his unfitness for it or to the inexpediency of bringing a man from a long distance merely to fill a short vacancy. The discretion of the Department in such matters should not be restricted. It is quite common in all departments to fill short vacancies by promoting the man on the spot though he may not be seniormost and this cannot be made a grievance.

30. Some complaint was made by Class II officers as well as by men belonging to the Upper Subordinate and Lower Subordinate grades as to the manner in which promotions from those services take place. It was said that it would not be safe or desirable to leave the matter wholly in the discretion of the superior officer. The Surveyor General explained that in the matter of direct recruitment to the Class I, the latest procedure was to have the selection made by a Board including a Director and the Surveyor General. It was put to him whether it would not be better if a similar procedure was adopted even in the matter of promotions. He explained that present promotions to Class I are made by the Government of India with the concurrence of the Federal Public Service Commission. But he felt some hesitation about the application to promotion of the procedure followed in direct recruitment. We do not find it necessary to say what exactly the composition of a Board constituted for such purposes should be. But we think that as a rule it would be safer to have a Board (including of course some departmental officers) to deal with such matters so that an independent judgment might be brought to bear on the selection. We also think that on such occasions the comparative merits of candidates should be determined on an examination of the personal record and confidential reports for a number of years and not merely on what might have been recorded, either in their favour or against them in the latest report.

31. A point was made that when any member of this department died as a result of accident or injury from wild animals during service or on account of sickness contracted during service in unhealthy areas, no compensation was given to the family. We do not think such a result could be intentional. The rules provide for compensation in such cases. But we were told that the kind of proof insisted on before the rule is held to be satisfied is much too strict. We, were, for instance, told that if a man died of malaria contracted during operations in a malarial area, the Department held that malaria was not necessarily an accident connected

with the service. This seems to us to place the matter on too narrow a ground. If he served in a malarial area, it would be much more reasonable to connect his malaria with the service in that area. We realise that sufficient care must be taken to guard against unfounded or unjustifiable claims. But we think that the rule must be so framed and so applied in practice as not to deny compensation in genuine or deserving cases.

H.—DEPARTMENT OF FOOD

The Food Department set up in 1943 is a war-time creation and at present continues on a temporary basis. Co-ordination, planning, guidance and control of food policy from an all-India point of view, rationing and food controls, distribution of food according to a basic plan, storage and movement of food grains and procurement, purchase and distribution of food stuffs for civil needs as well as supplies for Defence Services are the main functions of the department. Since the work undertaken relates not only to the laying out of policy but also to the implementation of policy the staff of the department comprise besides the usual grades of Secretariat staff a number of advisory or Specialists posts dealing with Rationing, and Planning, as well as executive directorates dealing with purchase, storage, inspection, movements and statistics. The greater part of the non-Secretariat categories are filled on a contract or temporary basis and the pay of most incumbents seems in consequence to have been fixed on *ad hoc* considerations, keeping in mind prevailing conditions.

2. The main non-Secretariat posts are:—

	Rs.
Director General	3,000
Regional Commissioner	2250—2,750
Rationing Adviser	2,850
Director (& Chief Technical Adviser)	1,000—1,950
Dy. Director & Dy. Regional Commisioner	650—1,200
Asst. Director & Asst. Regional Commissioner	400—810
Food Executive Officer	250—340
Storage Officer	200—350
Movement Inspector	320—500
Technical Assistant	250—300
	175—250
Accountants	200—500 (old)
	175—400 (rev.)
Deputy Progress Officer	350—450
Assistant Progress Officer	175—300
Chemist Senior	350—450
Chemist Junior	275—325
Estimator	225—250
Draftsmen	150—300
Laboratory Assistant	60—120

3. In their reply to our questionnaire the Food Department have urged that in the event of any of these technical or advisory posts (for which no proper classification exists) becoming permanent, they should be gradually brought on to the existing classification of services and the scales of pay also refixed on the same level as for posts of similar importance in other

departments. They have also stated that the revised (post-1931) scales of pay, with the addition of dearness allowance since sanctioned, are sufficient to attract recruits, but pressed that in the interests of efficiency salaries paid by Government should not be below those offered in private employment. While agreeing that there is a case for reduction in salaries they also pointed out that there should be parity of remuneration for similar work in different departments. It was their view that uniformity should not be carried to the point of unfairly levelling down the pay of old entrants or gratuitously levelling up the pay of new entrants.

4. So far as the Secretariat type of posts in the different grades are concerned our general recommendations would cover their case. The scales for the ministerial staff of the Directorate General and subordinate offices should be on the lines respectively recommended for offices directly subordinate to the Government of India and departmental offices. In regard to the posts which are outside the usual Secretariat nomenclature, we have not considered it necessary to make any recommendations regarding temporary posts held on a contract basis as the rates of pay were fixed after taking into consideration prevailing conditions. The question of their assimilation to regular posts in Class I and Class II will be one for Government to settle when the decision is taken to make any such posts permanent. In that event or when term tenures are renewed or extended, we recommend that for the sake of uniformity the pay of the technical posts, such as of research and planning officers, executive officers, technical officers, Directors, Deputy and Assistant Directors, should be brought into line with the pay of posts carrying similar responsibilities in the Industries and Supplies Department and the Directorates subordinate to it. In any such adjustment of pay scales our recommendations about ceiling salaries must be kept in view. This would justify the scales for the top executive or advisory posts like Special Commissioner and Director General being restricted to Rs 1,800—2,000 or Rs. 2,250 (fixed) according to responsibilities. Other scales may be for Directors Rs. 1,150—1,600, Deputy Directors (Rs. 600—1,150 Senior Scale Class I), Assistant Directors (Rs. 350—850 Junior scale Class I) according to importance of the charge, Executive and Storage Officers, and Technical Assistants including Chemists and Analysts may be placed in two grades—Rs. 160—330 and Rs. 250—500. Posts such as draftsmen and estimators, should be on the same lines as in the Engineering Department. It is desirable that for future recruitment the scales of pay should be brought into line with our recommendations.

J.—HOME DEPARTMENT

The Home Department deals with matters relating to recruitment, appointment, discipline, appeals, retirement and other conditions of service pertaining to the Civil Services in general and in particular the I.C.S., the I.P. and All-India Services and the Secretariat (including Clerical) services. It generally controls the administration of the Chief Commissioners' Provinces other than British Baluchistan and certain administered areas in N. W. F. P. and Assam (which are looked after by the External Affairs Department). All general matters relating to the Executive Council, the P.S.C., Rules of Business, Law and Order and Internal Politics, control of foreigners, general policy regarding Jail and Police administration and liaison with Provincial Governments on the above matters are in charge of the Department.

2. The Secretariat of the Home Department has the usual type of posts and our general recommendations in regard to Secretariat Offices will apply to the Department. Attached to the Secretariat is the Employment Selection Bureau which has been created on a temporary basis after the end of the War in order to co-ordinate and control the selection of War Service candidates to the services. The Bureau has a number of specialist appointments such as Director (Rs. 3,250), Advisers in Psychiatry and Psychology (Rs. 3;000); Psychologists and Psychiatrists (Rs. 800—1,000) which are all Class I posts; there are also Class II posts of Statistical Officers Rs. 350/750 and Testers (Rs. 200/500). So long as these technical appointments are on a contract basis for a limited period, we have no comments to make with reference to them. If and when it is decided to set up the Bureau as a permanent machinery for staff selection, we recommend that the scales of pay of the technical posts be revised in a manner that will fit in with the general pay level which we have recommended for superior services having due regard to their responsibility, and the qualifications required in the holders. As far as the ministerial and 'inferior' staff are concerned, we would repeat the observation that it is desirable to separate from the Secretariat proper organisations which are mere adjuncts to it and whose functions are either executive or advisory—the pay scales of the staff should then be determined as in the case of other headquarters offices functioning directly under the Secretariat Departments.

3. The Intelligence Bureau also functions under the Home Department. Its main function is to collect civil intelligence and the staff includes besides headquarters staff such as Director (Rs. 3,500); Deputy Director (1,950—2,150 plus 100 S. P.); Assistant Directors (Senior scale of I. P. plus 300); Government Examiner of Questionable Documents (Rs. 900—2,000); Assistant Government Examiners (400—1,250); Central Intelligence Officers at outstations (grade pay of I. P. plus 200 S. P.); Deputy Civil Intelligence Officers (Rs. 300—700); the usual grades of ministerial and 'inferior' staff on the scales allowed in attached offices. In so far as the technical staff are concerned, our recommendations regarding the all-India Police Service scales will apply to posts now treated as Class I posts in the Bureau. In order to facilitate recruitment, we see no objection to the continuance of special pays as at present. For the Class II posts—Deputy Civil Intelligence Officers—we recommend a uniform scale of Rs. 275—800 which we have recommended in the case of Class II services without any special pay. As far as the ministerial and inferior staff are concerned, our remarks in regard to the differentiation between Secretariat and other headquarters offices will apply and instead of being on the Secretariat scales as at present the staff shou'd, in future, be brought on to the pay scales that we have recommended for headquarters offices functioning directly under the Government of India.

4. In regard to the staff of the Chief Commissioners' Provinces which are under the general control of the Home Department, we shall deal with them in another section.

K.—INFORMATION AND BROADCASTING DEPARTMENT

The main heads of work dealt with by this Department are (1) Press relation including internal publicity, (2) broadcasting and (3) external publicity. Besides the Secretariat staff, the main branches subordinate to this department are the Information Bureau under the Principal

Information Officer and the All-India Radio under the Director General, Broadcasting. There is also a Publications Division whose function is production of magazines designed to project India to foreign countries and *vice versa*. The Secretariat contains the usual type of posts; our general recommendations about Secretariat staff will apply to them.

2. In their representation to the Commission the I. & B. Department have stressed the point that many of the posts in the organisations under them do not at present fall within the normal framework of the classification of services and that the posts of journalists, writers, artists, etc. in the Department must carry pay scales comparable to those obtainable for the respective professions in the open market as it will otherwise not be possible to attract capable men. In the case of artists and other persons possessing highly technical qualifications, they have stated that ordinary increments are unsuitable, and they have claimed that greater latitude should be given to departments and to heads of offices in the matter of raising or lowering the remuneration according to the merit of individuals.

3. *Bureau of Information.*—Regarding the technical staff of the Press Information Bureau, the Principal Information Officer has suggested that educational and technical qualifications including previous experience and professional training are important considerations. In determining pay in Government service for such staff he contended that bonuses and other benefits available in private employment and opportunities available for advancement should also be taken into account. Unless something like the market value for the class of recruit is offered, there would, according to him, be no chance of Government recruiting and retaining in service men of the requisite talents. He has suggested the following scales of pay for the technical or professional staff as against the existing scales of pay:—

	Present	Proposed
	Rs.	Rs.
Principal Information Officer . .	2,250	2,500
D. P. I. O.	1,100—50—1,300	1,400—50—1,750
A. P. I. O.	800—50—1,100	950—50—1,250
I. Os.	700—50—1,000	850—50—1,250
Assistant I. Os.	400—20—500—25—600	500—25—700
Journalists & Information Asstts. .	300—20—400	400—25—600
Translators	150—10—200	200—20—360

4. The staff of the A.I.R. and the D.G. Broadcasting who gave evidence before us pointed out that the present disparity in remuneration between posts of similar character in the Bureau of Information and in the A.I.R. though they are under the same administrative department is a source of serious discontent. It is relevant to mention that the present scales of pay in the Bureau were fixed during the war period when the class of personnel required were in extreme short supply. With the assurance of permanency in Government service it would be logical to differentiate between what may be regarded as adequate salaries in the Bureau of Information and the scale of remuneration necessary to attract personnel to an ordinary newspaper man's life which despite its attractions has its uncertainties. Considering the scales which we have generally prescribed for the Class I and Class II services and allowing for the fact that posts

of Information Officers, Journalists, etc. carry no executive, financial or administrative responsibilities, we recommend the following scales of pay for these posts:—

	Rs.
Class I—	
P. I. O.	1,600—100—1,800
D. P. I. O.	1,000—50—1,300
A. P. I. O.	640—1,000
I. O.	600—1,000
Class II—	
Asstt. I. O.	350—25—500—30—620
Class III—	
Journalists and Information Assistants	300—20—500
Translators	160—10—330 / 100—230 according to responsibilities.

These pay scales compare favourably in the lower and middle ranks with the salaries paid by a leading Indian daily. If they seem low for the top posts it is only for the reason that we have found it necessary to impose a ceiling for salaries of civil servants.*

5. *Broadcasting.*—Broadcasting in India started as a private venture when the Indian Broadcasting Co. Ltd. opened stations at Bombay and Calcutta in 1927. Within three years, the Company had to go into liquidation owing to financial difficulties as the receipts were insufficient to make the maintenance of the service remunerative. Owing to the public demand for continuing the service, Government approved the setting up of State Broadcasting service in April 1930 which again stood the risk of being closed down in October 1931 in pursuance of the retrenchment campaign. With growing interest in broadcasting and increase in revenues from the high import duty on raido receivers, Government were once again in a position to take a decision to set up a State Broadcasting service which was established in August 1935. New stations came into being between 1937 and 1938. The war gave a fresh impetus to the use of the broadcasting stations in India which were enlarged and modernised to make possible the maintenance of additional services. With the expansion of the service revision of the salaries of particular grades of staff took place from time to time and the decision was reached to make the Department permanent.

6. At the head of the service is the Director General with a number of deputies at headquarters to assist him. Each Broadcasting station is a unit with the Station Director as its administrative head. The work falls into two groups, the Programme side and the Engineering side. The former includes posts of Programme Executives, Transmission Assistants, Programme Supervisors, Translators, Announcers, etc. while the latter include Station Engineers, Assistant Station Engineers, Technical Assistants, Mechanics, etc.

7. The D. G. in the course of his evidence before us represented that the increased salaries sanctioned for his staff in December 1944 fell far short of his recommendations and failed to achieve the object in view, namely,

*Mr. Hossain Imam desires to add the following remarks:—"Bureau of information can also usefully be brought back to the scales at which it existed before the war. I disagree with the scales suggested and would like the scales to be as follows—P. I. O. equivalent to Deputy Secretary and the same salary, D. P. I. O. to have the same scale as Under Secretary. A. P. I. O. to get a six years start in the Class I Service from 540—30—870 and the I. O. to have first class service, 4 years start 450—20—750. As regards the Assistant I. O. I would give him Class II scale from the first year. Consequently the other services would be brought down to 250—15—400".

to allay the growing discontent among his staff. In his representation to us, he has stressed that men of the requisite calibre are not available on the existing scales of pay, that there is a marked falling off in recruits who present themselves for these posts, that posts of equal importance and responsibility in other organisations and departments are much better paid, and as revisions have been made piece-meal administrative posts such as those of Station Directors do not carry salaries commensurate with their status, importance and administrative and financial responsibilities. He has repeated the recommendations made by him in 1944, in place of the scales actually sanctioned by Government; the principal items among his recommendations are indicated in para. 10 below:

8. The D. G. also represented that the present difficulties were chiefly due to the A. I. R. being understaffed and its personnel being under-paid as compared with other broadcasting organisations of the world. He has made particular reference to the emoluments paid by the B. B. C. to their staff. In a note sent to us, the D. G. also emphasised that the programme staff are now required to do multifarious duties in connection with planning of programmes, engagement of artist's, censorship of manuscripts, rehearsal, production work, supervision of actual transmission and noting public reactions. The D. G. also made a point that within the same Department there was a disparity in remuneration between employees in the A. I. R. and persons with journalist, editorial or artists qualifications in other branches like the Bureau of Information and the Publications Division although the work of the Broadcasting staff was more onerous in that it was vulnerable to public criticism if it fell below its high standards.

9. The Engineering and Technical staff of the A. I. R. who gave evidence before us also voiced the same complaint and pointed out that persons possessing similar qualifications were remunerated better in the electrical branches of the P. W. D., in the Telegraph Department and in the radio branch of the Civil Aviation Directorate.

10. The statement below indicates the present scales of pay, the proposals of the D. G. and the demands of staff representatives belonging to the groups concerned for different grades of posts in the Broadcasting Department:—

Designation	Present scales	Proposals of D. G.	Demands of staff representatives.
Class I—	Rs.	Rs.	Rs.
Director General	2,050—2,200		
Chief Engineer.	1,900—2,100 (personal to last incumbent).		
Deputy D. G.	1,000—1,250		
Assistant Chief Engineer. Engineer in charge of High Power Transmission. Public Relation Officer. Research Engineers.	750—900		1,550—50—1,850
Station Directors.	550—1,050 1,050—1,250 (SG)	1,000—1,750 with special pay for Delhi, Calcutta, Bombay, Madras.	
Director of News Service.	1,650—1,850		

Designation	Present scales	Proposals of D. G.	Demands of staff representatives
	Rs.	Rs.	Rs.
Dy. Director News Service.	1,300—1,500		
Chief Editor	900—1,000		
News Editor & Talks Officer.	550—25—900		
Class II—			
Asst. Director (Admn.)	600—800		
Asst. Solicitor	725—900+S.P. Rs. 50		
Asstt. Station Director, Listener Research Officer, Liaison Officer.	350—550	775—1,175	
Station Engineers, Astt. Research Engineers & equivalent posts.	400—20—600	775—1,175	750—1,250
Asstt. Station Engrs.	350—500	500—750	550—950
Asstt. Editors (General).	300—450		
Moritoring Officers, News Reporters, Assistant News Editor etc.	400—20—600		
Director of Programmes.	350—550+S.P.50		
Sub-Editors and Journalists in Central News Agencies.	300—20—500		
Class III—			
Programme Executives and Supervisors.	300—450	600—1,000	
Programme Asstt.	200—300 300—400	400—1,000	
Asstt. Engineers	275—400	300—600	450—850 (gazetted status).
Studio Executives.	100—120	200—350	
Technical Asstts., Transmission Asstts. etc.	175—250	200—300	250—550 (gazetted status).
Translators, Announcers, Sub-editors Indian Language, etc.	175—250	200—300	300—500
Senior Mechanics	100—150	75—150	200—350
Mechanics	75—125		175—300

We recognise the justice of the demand for equality of remuneration for posts requiring similar minimum qualifications and involving similar duties and would insist that a greater degree of uniformity should be maintained between different branches of the I. & B. Department as well as with staff possessing similar qualifications and doing similar work in other departments. But we are unable to accept the B.B.C. parallel as affording us any safe guidance. As regards parity claimed with the

Civil Aviation Department, we have, when dealing with that department, given our reasons for not adopting its scales as a standard for other departments. Consistently with the standards we have prescribed for the highest posts in the civil services, we are unable to recommend a higher scale of remuneration for the post of Director General than what we have suggested for heads of departments generally. In view of the large organisation he controls, the scale should be equated with that of the heads of the biggest departments *i.e.*, 1,800—2,000. The post of Chief Engineer, A.I.R., is no doubt a highly technical post. The Chief Engineer is in charge of the installations and maintenance of the transmitters. It is doubtful whether his charge can be equated to that of the Chief Engineer Telegraphs or Railways. As the Director General himself is at best on the level of a head of a department, the Chief Engineer A.I.R. can only be deemed to be a junior administrative post to which we have assigned a scale of Rs. 1,300—1,600. In view of the high technical qualifications required to be possessed and the non-availability of higher prospects, if it is considered necessary to raise the scale further, it may be extended to Rs. 1,700. Posts of Deputy Director General may be on a scale of Rs. 1,000—1,400 (the scale assigned to Deputy Postmaster General) even if as at present some of them are held only on a tenure basis. The Engineer in charge of high power transmitters and Research Engineers may be on a scale of Rs. 800—1,150 in the senior Class I scale while station engineers and Assistant Research Engineers may be on Scale of Rs. 410—850 (Junior Scale of Class I). Asstt. Station Engineers may be on the Class II scale of Rs 350—650. Assistant Engineers who are at present designated Class III may be placed in Class II on the scale of Rs. 300—560. Posts of Station Directors should, in view of their administrative responsibility, be placed on the senior scale of Class I—Rs. 600—1,150, with the special pay as at present for the four larger charges. As D.Ds.G. Posts are held on a tenure basis and there are no junior administrative posts as such available to the service, a selection grade may also be allowed, *i.e.*, Rs. 1,200—50—1,400 as against the combined scale Rs. 1,000—1,750 with the special pay proposed by the D.G. Posts of Asstt. Station Directors, Listener Research Officers, Director of Programmes, may continue as Class II posts but on the scale of Rs. 400—25—500—30—710. Programme Executives and Supervisors may be on the scale of Rs. 350—25—500—30—650 and Programme Assistants on the Class III scale of Rs. 250—15—340—20—400 with a selection grade of Rs. 400—20—500. For Technical Assistants and Transmission Assistants the scale may be Rs. 200—10—330. The same scale may be also applied to Sub-Editors, Translators, Announcers, etc. For mechanics a scale of Rs. 75—150 with a senior grade of Rs. 100—185 should be adequate.

In regard to the posts in the Central News Organisation the scale of Rs. 1,300—1,600 which is midway between that of the D.P.I.O. and the P.I.O. would be adequate for the Director, while the Deputy Director may be on the same scale as the D.P.I.O., *i.e.*, Rs. 1,000—1,300. News Editors and equivalent posts may be on the senior scale of Class I (like Information Officers) with a pay of Rs. 600—40—1,000 with a special pay of Rs. 100 for the Chief Editor; while posts of Monitoring Officers, News Reporters, Assistant News Editors may as at present remain in Class II but on the scale Rs. 350—25—500—30—620. The present scale of Rs. 300—20—500 should be adequate for Sub-Editors and Journalists.

Publications Division.—This Branch which works under a Director is mainly concerned with external publicity. It has a number of Deputy Directors, Editors, Production Officers, Artists and other expert staff. The pay scales which have been fixed on an *ad hoc* basis vary considerably taking note of existing conditions as well as the terms required to attract the specialist recruits. Its main function is the production of magazines and pamphlets designed to project India to foreign countries and *vice versa*. Among the special branches are the Afghan, Persian, Arabic, Urdu, Hindi, Tibetan and Russian Sections. The posts in this Division are at present unclassified. Deputy Directors draw salaries ranging from Rs. 1,500—1,600 to Rs. 1,650—1,700; Editors Rs. 700—1,000 to 1,200—1,400; special journalist officers Rs. 700 to 800. Assistant Editors, Assistant Production Officers, Lay Out Experts, etc. on scales ranging from Rs. 500—600 to 800—1,000. Among the non-gazetted technical staff are journalists on scales ranging from Rs. 200—250 to 600, Research Assistants on Rs. 200 to 300 and Translator Writers on scales ranging from Rs. 250—325 to 500—700.

We do not make any specific recommendation regarding the scales of pay of these categories as the organisation is at present presumably on a temporary basis; but if any part of it is to be placed on a permanent footing we recommend that the scales of pay for the staff, editorial, subordinate technical and ministerial should be fixed in the light of the suggestion we have made as regards the other two wings of the I. & B. Department in the preceding paragraphs.

11. We consider that the revisions above recommended would reduce the disparity between the A.I.R. staff and similar staff in other branches of I. & B. as well as personnel in other departments.

12. The staff of the A.I.R. complained to us that they had to work very long hours on account of inadequacy of staff and that a considerable number of technical assistants and Assistant Engineers were kept on a temporary basis though permanent vacancies existed in which they could be confirmed. The Director General whom we questioned on this point explained that only posts which had been created before the war could be made permanent, while those created during the war had to remain temporary till Government could make a proper review of their number. He himself felt no doubt that most of the posts would have to be made permanent unless the broadcasting services were to be ruthlessly curtailed in future. He sympathised with the grievance of the staff but attributed the cause of it to the reservation of 70 per cent. of vacancies for war service candidates and he put in a strong plea for preference for deserving departmental candidates in the filling up of these vacancies as against throwing them open to competition for outsiders, since during a very strenuous period during the war the staff had carried on efficiently and loyally.

L.—COMMERCE DEPARTMENT

The main subjects handled by the Commerce Department are Trade, internal and foreign (including trade representation abroad); Control of Imports and Exports; Commercial Intelligence and Statistics; Trade Agreements and Commercial Treaties; Tariff preferences; International Conventions; Company Law; Trade Marks; Insurance; Accountancy Board; Maritime Shipping and Navigation and Light Houses. Some tem-

porary subjects handled during the war and as a sequel thereof are Control of Enemy Trading and Property, War Risk Insurance and matters dealing with U.N.R.R.A. and Reparations. The following offices and services are under the administrative control of the Commerce Department:—

(1) Office of the Economic Adviser to the Government of India, New Delhi.

(2) The Administrative Intelligence Office, New Delhi.

(3) The Office of the Director of Commercial Intelligence, Calcutta.

(4) The Office of the Chief Controller of Imports, New Delhi with subordinate offices of Controllers located at Bombay Calcutta. Madras and Karachi.

(5) The Office of the Chief Controller of Exports, New Delhi. with subordinate offices located at Bombay, Calcutta, Madras. Karachi and Peshawar.

(6) The Indian Tariff Board.

(7) The Office of the Superintendent of Insurance.

(8) The Office of the Controller of Indian Shipping, Bombay.

(9) Mercantile Marine Department—Offices located at Bombay, Karachi, Madras, Calcutta and Chittagong.

(10) The Office of the Shipping Master, Calcutta.

(11) Directorate of Seamen's Welfare, New Delhi.

(12) I.M.M.T.S. Dufferin, Bombay.

(13) Office of the Registrar of Trade Marks, Bombay and Calcutta.

(14) Office of the Superintendent of Light Houses with branches.

(15) Office of the High Commissioner for India, London.

(16) Offices of the Indian Trade Commissioners.

(17) The Indian Accountancy Board.

(18) The Indian Tea Licensing Board.

Many of these organisations are permanent while a number are still temporary, some being a continuation of wartime controls. They contain different grades of administrative, advisory, technical and specialist staff, besides the usual types of ministerial and lower grade office staff.

2. The Commerce Department Secretariat includes the usual type of posts and our recommendations in regard to the staff of Secretariat in general will apply to the staff of this department as well. Some of the offices referred to in the previous paragraph are closely connected with the Secretariat of the Commerce Department. The Heads of some branches, for example, the Economic Adviser, are required to be in close touch with the Secretary and the Member and in the past, we understand, enjoyed ex-officio Secretariat status. During the war similar ex-officio status was, we understand, also given to the Chief Controllers of Imports and Exports in order to facilitate administration and to enable them to perform some of the Secretariat functions in dealing with subjects allotted to them. For one reason or other, because of the close connection of these Officers with the Secretariat proper, the status of an attached office was conferred on these offices and the office staff thus became eligible for special rates of pay as compared with members of other executive offices at Government headquarters. Having regard to our general recommen-

dation that it would be desirable to separate offices of executive heads or advisers from the Secretariat proper, we consider that the position regarding ministerial and lower grade staff of the different offices under the Commerce Department must be examined with a view to differentiating between (a) the Secretariat proper, (b) Offices of Heads of Departments or other executive or advisory heads working directly under the Government of India and (c) other departmental offices, so as to apply the appropriate recommendations regarding pay scales for these categories.

3. The Office of the Economic Adviser is one of the most important branches under the Commerce Department. Closely connected with this office are the offices of the Administrative Intelligence Room and the Director of Commercial Intelligence, Calcutta. The main categories of technical posts in this group of offices are:—

	Rs.
Class I—	
Economic Adviser	3,500 (Personal to the last incumbent).
Deputy Economic Adviser	1,500—2,500
Statistician	750—1,500
Chief Research Officer	600—1,000
Deputy Statistician	600—1,000
Director, Administrative Intelligence Room.	1,230 (personal to present incumbent).
Assistant Director, Administrative Intelligence Room.	600—1,000
Director of Commercial Intelligence	1,000—1,500
Director of Statistics	800—1,200
Class II—	
Statistical Research Officers	350—750
Technical Officers, Intelligence	300—500
Assistant Directors Commercial Intelligence.	500—750
Class III—	
Investigators	200—20—400
Superintendents—	
Statistical & Economic	400—20—500
Technical Assistants (Intelligence Room)	150—300
Mechanics (Intelligence Room)	60—80
	50—1—60

We understand that the terms and pay of all these posts were fixed or revised during the war period, when there was keen competition for the services of persons with qualifications of economists or statisticians. At one time, the terms varied considerably for individuals employed in different departments but in July 1945 the Finance Department, in consultation with the Commerce Department, decided to adopt uniform rates of pay for the various grades of economists and statisticians employed in the different departments of Government subject to the condition that recruitment to the posts should in future be made through the Federal Public Service Commission. The scales of pay then fixed were as follows:—

	Rs.
Economic Investigator	200—20—400
Research Officers	350—20—750
Chief Research Officer and Deputy to the Departmental Economist or Statistician.	640—1,000 750—50—1,500

Having regard to the fact that the above rates were fixed taking note of the prevailing conditions, we consider that the following scales of pay would be reasonable and would be in keeping with the general scales of pay we have prescribed:—

Class I—

	Rs.
Deputy Economic Adviser	1,300—1,800 (same as Deputy Secretary).
Statistician to Economic Adviser Director of Commercial Intelligence	800—1,400 (the class I senior scale as extended in certain other cases where prospects of promotion are limited.)
Director of Statistics Director of Intelligence Room	800—1,150 (Senior scale of Class I).
Chief Research Officer Assistant Director, Intelligence Room	600—40—1,000

Class II—

Research Officers	350—25—500—30—800
Technical Officers	300—25—500
Economic & Statistical—	
Investigators Technical Assistants, etc. according to importance of the charge—	
Grade II	160—10—330
Grade I	250—10—300—15—450—25/2—500

4. *Offices of the Chief Controllers of Imports and Exports.*—These two offices are at present on a temporary basis. The question of continuance of war time controls is, we understand, under the consideration of Government. We nevertheless deal with the staff of these two offices because we imagine that even after the lifting of certain of the war time controls it may be necessary to retain some of the agencies that are now employed for the purpose of licensing imports and exports. Subordinate offices under the Chief Controller of Imports function at Bombay, Calcutta, Madras and Karachi, while branches of the Export Control Office exist in addition to the above places at Peshawar also. The main categories of posts are:—

Class I—

Chief Controllers of Imports and Exports.	Pay fixed with reference to incumbency.
Deputy Chief Controller	Do.
Assistant Chief Controller	Do. and when not a service incumbent Rs. 750—25—900.

Class II—

Executive Officers or Administrative Officers.	When pay is not fixed with reference to the incumbency different grades. Rs. 650—35—755 500—25—600 400—20—500 350—25—500

The scales of pay of the ministerial and lower grade staff in these offices vary from station to station except that the staff at Headquarters under the Chief Controllers at present draw the scales of pay for attached

offices. We recommend that the scales of pay for the staff in departmental offices should be in line with the scales of pay for similar staff in the Customs Department, while the staff of offices under the Chief Controller at Delhi may be dealt with on the lines of our recommendations regarding staff of offices of Heads of Departments directly working under the Government of India. In regard to the higher categories of staff, we consider that it would be proper to maintain parity in the matter of remuneration between the Chief Controller and Collector of Customs. The Deputy Chief Controller and Assistant Chief Controller may be on scales of pay equivalent to the senior scale and junior scale of the Customs Service Class I, while Executive Officers, Administrative Officers and Licensing Officers may, according to the importance of the charge, be fixed on scales similar to what we have recommended for Principal Appraisers and Appraisers.

5. *Tariff Board.*—The following are the scales of pay for the time being of the superior personnel in the office of the Indian Tariff Board:—

Class I—

	Rs.
President	5,000
Members	3,000 (Member Secy. 3,250).
Deputy Secretary	1,500 1,700

Class II—

Administrative Officer	500—600
Technical Adviser	1,500 & 700.

Class III—

Statistical & Economic Assistants	200 -20 —400
Reporters	300 20—500
Computers	80- 120

In regard to the Chairman and Members we make no recommendations as the organisation is not permanent and the pay of existing incumbents has presumably been fixed on personal grounds. The pay of Statistical or Economic Assistants may be fixed on the same lines as pay for similar staff of the office of the Economic Adviser. For ministerial staff our general recommendations regarding departmental offices working directly under the Government of India will apply. The reporters have been placed on a scale higher than the scale for stenographers in the Secretariat perhaps for the reason that their employment is temporary. If they are to be treated as permanent, their pay must be brought into line with the scales we have recommended for the Secretariat stenographers.

6. *Office of the Controller of Indian Shipping.*—The main posts are:—

	Rs.
Controller	3,000
Deputy Controller	2,000
Assistant Controller	750—900
Accounts Officer	1,500

Beyond suggesting that pay for these Class I posts should be scaled down having regard to the ceiling salaries which we have recommended for Civil Service posts generally, we have no specific suggestion to make. The ministerial staff may be dealt with on the same lines as we have recommended in the case of the staff of the Customs Department in the Port of Bombay.

7. *Office of the Registrar of Trade Marks, Bombay.*—The office of the Registrar was set up under the Trade Marks Act, 1940. The Registrar exercises certain powers under the Act and has a branch registry at Calcutta. The main posts in the department and their pay with the proposals of the Registrar for revising the scales are indicated below:—

	Existing Pay	Proposals of the Registrar
	Rs.	Rs.
Class I—		
Registrar	1,250—1,750	3,000
Deputy Registrar	900 40—1,300	2,000
Class II—		
Assistant Registrar	740—950	1,000
Examiners	250—700	450—850
Assistant Examiners	150—400	200—500

The offices at Bombay and Calcutta have the usual categories of ministerial and lower grade posts regarding which we suggest that the general recommendations which we have made in the case of departmental offices should apply. The Registrar who replied to our questionnaire has made certain proposals regarding an upward revision of the scales of pay which we have indicated above. He has proposed an increase in the case of the Registrar, Deputy Registrar and Assistant Registrar on the basis that high legal qualifications are required and he has compared the work performed by him to that of a Judge of a High Court or of the Chairman of the Income-tax Appellate Tribunal. So far as we can draw any inference from the existing scales of pay it seems to us difficult to accept this comparison and we have no reason to think that the importance of the post was not properly appraised when the existing pay scales were fixed. The Registrar has also asked for an increase in the pay of Examiners on the ground that the Examiners of Trade Marks are required to possess higher qualifications than Examiners of Patents and has suggested that the pay of Assistant Examiners should be higher than that of Assistants in the Secretariat on the new scales. We consider that the Registrar may appropriately be equated with a Head of a smaller Department and be given a time scale of Rs. 1,300—60—1,600, while the Deputy Registrar may be on the scale of Rs. 800—40—1,000—50—1,300 which is the senior scale of Class I as applied to certain technical appointments. Assistant Registrars may be in the Class I Junior scale and Examiners in the Class II scale of Rs. 250 (Prob.)—275—710. Assistant Examiners may be as at present on the same scale as Technical or Scientific Assistants *i.e.*, Rs. 160—10—330 with a percentage of appointments on a higher grade of Rs. 250—500.

8. *Light House Department.*—The Light House Department which includes the Light House Workshop at Bangalore is under the control of the Engineer-in-Chief, a Class I Officer, whose pay is Rs. 1,700—2,000 (old) and Rs. 1,200—1,700 (new). Below him are—

Engineer (Class I) and Inspector	Rs. 1,000—1,500 (Old) Rs. 750—1,150 (New)
Engineering Supervisor (Class II)	Rs. 300—600

The Light House establishment includes the staff of light vessels 'Sindhi' at Karachi and 'Thibaw' at Calcutta and Light Houses at Cape Monze (Karachi), Madras, Calcutta, Bombay, the workshop establishment at

Bangalore and the Light Houses and light ships of the Rangoon District which are also worked by the Government of India on behalf of the Burma Government. The main categories of posts are:—

Masters	Rs. 125—175 Rs. 90—100
Mates	Rs. 85—125 Rs. 50—60 Rs. 150—200
Serangs, Tindals, Lamp Trimmers, etc.	Various scales ranging from Rs. 21 to Rs. 65.
Head Light Keepers	Rs. 100—150 (Old) Rs. 85—125 (New)
Assistant Light Keepers	Rs. 60—110 (Old) Rs. 55—75 (New)
Store Keeper	Rs. 60—135.
Mechanic	Rs. 150—300 (Old)
Junior Mechanic	Rs. 60—120

The inferior staff are on rates of pay ranging from Rs. 11 to 30. Having regard to the recommendations we have made about the ceiling for Civil Servants' salaries we cannot recommend a higher scale than Rs. 1,300—1,600 for the Engineer-in-Chief. The posts of Engineer and Inspector may be on the senior scale of Class I, *i.e.*, Rs. 600—1,150, while Engineering Supervisor may be on the Class II scale of Rs. 275—710. For the technical establishment such as Masters and Mates of light vessels, Head Light Keepers and Assistant Light Keepers we recommend that the scale may be fixed according to the responsibilities and other conditions of work in one of the following grades:—Rs. 160—10—250; Rs. 100—5—125—6—185; Rs. 80—4—120—5—150. For the lower categories of technical staff and categories now designated as inferior, the scales of Rs. 60—3/2—75; Rs. 40—60; Rs. 35—50 and Rs. 30—35 may be applied according to nature of duties and responsibilities. For the Mechanic the scale of Rs. 150—300 and for the Junior Mechanic the scale of Rs. 60—150 should be adequate.

9. The Mercantile Marine Department is an important organisation under the Commerce Department. It has offices at Bombay, Calcutta, Madras, Karachi and Chittagong. The organisation included the offices of the Shipping Masters at Bombay and Calcutta as well as the Bengal Pilot Service, control of which has recently been transferred to the Transport Department. The principal posts are:—

Class I—	
Principal Officer, Engineer and Ship Surveyors and Nautical Officer.	The posts are at present reserved for the officers of the R.I.N.
Shipping Masters	Rs. 1,000—50—1,250
Ship Surveyors	Rs. 525—1,375
Class II—	
Wireless Telegraphy Inspectors	Rs. 240—600
Deputy Shipping Master	Rs. 500—750
Assistant Shipping Master	Rs. 200—300+S.P. Rs. 40

In the case of the main Class I posts we are unable to make any specific recommendations as we have no information regarding the scales prevailing in the Mercantile Marine. We however understand that the present

scales have been fixed for recruits obtained through the R.I.N. on consolidated rates of pay which bear some relation to the scales prevalent in these services. The Class II appointments may be fitted into appropriate ranges in the scale which we have recommended for Classes II and III.

10. Two other organisations connected with shipping which are under the control of the Commerce Department are the Directorate of Seamen's Welfare with offices at ports and the office of the Indian Mercantile Marine Training Ship "Dufferin" at Bombay. The main posts in these offices are:—

Class I—	
Captain Superintendent	Rs. 1,500
Chief Officer	Rs. 700—1,100
Chief Engineer	Rs. 750—1,200
Headmasters	Rs. 1,000—1,250
Deputy Director of Seamen's Welfare	Rs. 1,250—1,500
Principal Seamen's Welfare Officer	Rs. 1,000—1,250
Class II—	
2nd Officer and 2nd Engineer Duferia	Rs. 525—700
3rd Officer	Rs. 400—575
Seamen's Welfare Officer	Rs. 750—1,000

The pay scales of the I.M.M.T.S. staff have apparently been fixed with reference to the scales of the Mercantile Marine. We do not make any specific recommendations except to suggest that within the approximate range of the present scales they may be fitted into the relevant Class I or Class II scale which we have proposed. The Directorate of Seamen's Welfare is a war time creation and its pay scales were fixed on that basis. Having regard to the general recommendations we have made for Civil Service salaries a scale of Rs. 1,000—1,300 would be appropriate for the Deputy Director of Welfare, while posts of Assistant Director and Principal Welfare Officer may be on the range of Rs. 800—1,150, *i.e.* senior scale of Class I, while Seamen's Welfare Officer may be on the Class II scale of Rs. 560—800. In regard to the subordinate staff of the above organisations, both ministerial and the category now designated as inferior, our general recommendations regarding pay scales for such categories in departmental offices will apply.

11. *Office of the Superintendent of Insurance.*—The main posts are:—

Class I—	
Superintendent of Insurance	Rs. 2,500 fixed for the existing incumbent.
Assistant Superintendent	Rs. 750—1,000 + 250 technical pay for F.I.A.S.
Class II—	
Superintendent	Rs. 400—500
Class III—	
Inspector of Provident Fund Societies	Rs. 350—500
Assistants	Rs. 140—400

The pay of previous Superintendents of Insurance was fixed with reference to their personal qualifications and on an *ad hoc* basis. In view of the technical knowledge of actuarial science and extensive practical experience of the insurance line required we recommend that the post of Superintendent should be placed on a level with that of other heads of scientific departments. The work is of a responsible nature and we recognise that qualifications of the type required are in short supply. The scale of Rs. 1,600—1,800 would be appropriate. Assistant Superintendents of Insurance may be placed on the senior scale of Class I, the initial start being made higher if necessary on the basis of age and qualifications as in the case of certain technical services. The scale of pay may also when necessary be extended to Rs. 1,300 so as to retain the services of persons with qualifications of a type which are in short supply. In regard to the ministerial staff, it was represented to us that their main grievance was on account of the scales of pay being fixed lower than that of Secretariat staff (on old scales). It was also urged that technical staff who are recruited at present on the same scale as Secretariat Assistants possess additional actuarial, accounting or legal qualifications and as such should be remunerated more liberally. The representatives of the staff who appeared before us gave statistics to show how staff with these qualifications had in the past drifted away from Government service to services of private firms or even to ministerial posts under Government, because the rates of pay offered by Government for technical men were too low in comparison with what these qualifications commanded outside. They compared the scale of the Assistant with that of the Research Officer in the office of the Economic Adviser which carries a scale of Rs. 350—750. We cannot accept the analogy and consider that the scale which we have prescribed for Scientific Assistants generally, *i.e.*, Rs. 160—330 with a higher grade of Rs. 250—500 should be adequate for the recruitment of men with technical qualifications and should also meet the cases of recruitment of specialists over the normal age. In regard to the other categories of ministerial staff, we see no reason to treat the staff of this office differently from the staff of other departmental offices under the direct control of the Government of India.

12. Besides the above branches in India, the Commerce Department has under its control certain organisations which are located outside India, namely, the office of the High Commissioner for India, London, and the offices of the Indian Trade Commissioners at New York, Toranto, Buenos Aires, Paris, Alexandria, Mombasa, Teharan, Ceylon, Rangoon and Sydney. The main posts in the office of the High Commissioner are:—

Class I—

High Commissioner	£3,000
Deputy High Commissioner	£1,800—2,000
Secretary	I. C. S. senior scale or £1,250—1,700
Indian Trade Commissioner, U.K.	£1,800—2,000
Deputy Indian Trade Commissioner	I.C.S. senior scale.
Establishment Officer	£700—860

Class II—

Higher Executive Officer	£550—650
Executive Officer	£150—525
Higher Clerical Officer	£400—525

The scales were fixed in relation to the I. C. S. scale when incumbents were drafted from the I. C. S. and with reference to the U. K. pay scales when recruitment was made in that country from the personnel transferred from the India Office. Recruitment of Indians has also been made in the U. K. on scales of pay as fixed for Treasury Offices. During the war and subsequently, there has been a large expansion of various branches under the High Commissioner, dealing with procurement of stores and capital goods and educational activities. *Ad hoc* terms were fixed for persons deputed from India. We understand that at present there is no uniformity in the matter of control and service terms allowed to representatives of India abroad; thus, some posts of High Commissioners in certain empire countries are under the control of the Commonwealth Relations Department while the Ambassadors to the U. S. A. and China are under the control of the External Affairs Department. It seems desirable that there should be greater uniformity in respect of the terms allowed to India's representatives abroad as well as for the staff of their offices. To what extent uniformity can be achieved will depend on the question whether office staff should be recruited locally or should, like the representatives and the higher officers, be sent out on deputation from India. This is a matter of policy which will no doubt come under the consideration of Government in due course and we, therefore, refrain from making any specific suggestions regarding scales of pay.

13. At present, posts of Trade Commissioners are borne on the Finance and Commerce Department "Pool" cadre though apparently due to non-availability of persons recruitment has been made from other sources. We were informed that these posts may in future be included in the Indian Foreign Service and on that basis we have made our recommendations in para. 64 of Part II. We have therein suggested that posts of Trade Commissioners may be placed, according to their importance, in the junior or the senior time scale of the Foreign Service. It will be observed that we have recommended throughout a better scale of pay for the Indian Foreign Service than for the other Central Class I Services. In view of this fact, we consider that it would be desirable that recruitment to the Trade Commissioners' cadre should be made under conditions comparable with those which would apply for recruitment to the Foreign Service. Our remarks in the preceding paragraph explain why we do not recommend any specific scales of pay for the staff of offices located outside India.

M.—INDUSTRIES AND SUPPLIES DEPARTMENT

This Department deals with the organisation of Industries and procurement of stores (excepting foodstuffs) for the Central Government, disposal of surplus and obsolete stores and salvage; production and distribution of coal; industrial statistics; inventions and designs; agencies for industrial research, industrial controls, including price control and control of civil supplies (and in particular textile control) administration and control of the India Stores Department, London and the Government Test House, Alipore, etc. On the abolition of the Planning Department, co-ordination of planning and scientific research has been added to the functions of this Department. The main executive organisations under the Department are the Directorate General of Industries and Supplies and the Directorate General of Disposals, each under a Director General. Under the latter *i.e.*, the Director General (Disposals) there is a regional organisation under Regional Commissioners. Under the former, besides the Inspection Wing and a number of Directorates dealing with particular groups of commodities, there are also certain subsidiary organisations like the Government Test House, Calcutta.

The Offices of the Coal Commissioner and the Chief Mining Engineer, the Iron and Steel Organisation, the Patent Office, Calcutta and the Government Test House, Calcutta. In addition, two Services are temporarily under the administrative control of the Industries and Supplies Department, *viz.*:—(i) the Indian Ordnance Services dealing with the Ordnance Factories, which were placed under the control of the Supply Department during the war period and (ii) the State Railway Colliery Services which deal with the State Railways Coal Department. A main function of the Director General, Industries and Supplies is the procurement and inspection of stores on behalf of Central Government Departments including the Defence Department. The nucleus of the organisation for procurement comprises the permanent cadres of the I. S. D. (Purchase Wing) and the Contracts Directorate. In the post-war organisation, however, no military posts from the latter Directorate are retained and it is contemplated that a single civilian cadre will be permanently set up. The pre-war I. S. D.(Inspection Wing) which during the war was under the control of the War Department has also recently been retransferred to the I. & S. Department.

2. *The Secretariat of the I. & S. Department* contains, besides the usual Secretariat posts, two adjuncts—the Planning Branch and the Directorate of Industrial Statistics. Our recommendation is that in respect of the non-technical *i.e.*, Secretariat posts proper, the recommendations for similar categories in other Secretariat Departments should be followed. The main posts in the Planning Branch are:—

Industrial Adviser	Rs. 3,750
Deputy Industrial Adviser	Rs. 1,200—1,500
Asstt. Industrial Adviser	Rs. 600—900

In the Office of the Director of Industrial Statistics are the following posts:—

Director	Rs. 2,000
Dy. Director	Rs. 750—1,500
Asstt. Director	Rs. 600—1,000
Research Officers	Rs. 350—750

Ministerial staff appears to be on the scales for attached offices. The post of Industrial Adviser seems to carry a pay personal to its incumbent and in view of its being a temporary one to be filled by persons of wide experience and high standing, it is not possible for us to make any specific recommendations. For other posts, the pay scales may be suitably fixed, having regard to the general scales we have recommended for posts of a similar type in other Departments.

3. *Directorates General of Industries and Supplies and Disposals.*

There were serious anomalies in the remuneration of employees in the Directorates of the Supply Department due to the grant of *ad hoc* scales, but as the result of a recent reorganisation, a greater degree of uniformity has been introduced and the following are at present the main scales:—

Class I—

Director General	Rs. 3,000—125—3,500
Deputy Director General	Rs. 2,500—100—3,000
Director (including Dev. Officer and Dy. Regional Commissioner)	Rs. 1,500—75—1,950/ 1,250—50—1,500— 60—1,800.

Dy. Director (including Dy. Dev. Officer and Asstt. Regional Commissioner)	Rs. 750—35—925—50—1,275/1,500—75—1,800.
Regional Commissioner (Disposals)	*Ad hoc* scales ranging from 1,250—1,800 to 2,500.

Class II—

Assistant Director (including Asstt. Dev. Officer and Dy. Asstt. Regional Commissioner)	Rs. 450—30—750
Dy. Asstt. Director (including Deputy Asstt. Dev. Officer and Dy. Asstt. Regional Commissioner and Field Inspectors)	Rs. 350—25—450.

The Department of Industries and Supplies in their reply to our questionnaire considered these basic scales adequate in present conditions except at the lower levels where they suggested a 25 per cent. of pay as compensatory allowance instead of the present 17½ per cent. War Allowance. In regard to the scales of pay for these posts, having regard to the ceiling limits which we have suggested for Civil Servants' salaries, it may eventually be necessary if these posts continue on a permanent basis to equate the Director General with a Joint Secretary (Rs. 2,250), the Deputy Director General with the Head of a large Department (Rs. 1,800—2,000)* and the Directors with Junior Administrative Grades (Rs. 1,300—1,600). Assistant and Deputy Directors will then fall into the junior and senior scales of Class I with scales of Rs. 350—850 and 600—1,150 respectively, while Deputy Assistant Directors may be on the Class II scale—Rs. 300—620. The ministerial staff are remunerated as in other attached offices of the Government of India and in regard to them, the I. & S. Department and the Director General who gave evidence before us have recommended the following rates:—

	Industries and Supplies Department	Director General
Clerks	Rs. 80—200	Rs. 100—250
Junior Assistants . . .	Rs. 110—350	Rs. 200—500
Senior Assistants . . .	Rs. 150—500	
Superintendents . . .	Rs. 500—30—650	Rs. 500—600

The Director General considered one clerical scale sufficient for which only graduates should be recruited. In regard to the ministerial staff and lower grade office staff, our general recommendations should apply for making a clean cut between the Secretariat and the Executive Office and for allowing the staff under the Directors General, the appropriate scales as for offices of heads of departments under the Government of India. In regard to the subordinate technical staff, such as Computors, Draftsmen, etc., and ministerial staff in the office of Directors of Supplies, the scales of pay applicable should as far as possible be equated with those for similar categories of Central Government staff serving in subordinate departmental offices.

4. As regards the Indian Ordnance Services and the Ordnance Factories which are only temporarily under the control of the Industries and Supplies Department, we have dealt with them in the section dealing with the Defence Department. We however presume that the Inspection (Civil

*NOTE.—Mr. Vadilal thinks that the D.D.G.'s post should be on Rs. 1,600—1,800.

Wing) which was retransferred to the Industries and Supplies Department will remain a permanent Civilian Service, under the Director General Industries and Supplies and have accordingly dealt with it here. The main posts in this wing are:—

Director	Rs. 2,250—2,750 (old); Rs. 1,700 (new)
Deputy Director	Various scales
Controller	Rs. 1,500—75—1,950 (old) Rs. 1,300 (new)
Assistant Director	Rs. 1,200—1,500
Assistant Controller	Rs. 950—1,200 (old) Rs. 740—950 (new)
Inspector of Stores	Rs. 500—750 (old) Rs. 350—500 (new)
Examiners of Stores and Chemical Asstts.	Rs. 150—500 (old) Rs. 150—400 (new)
Assistant Examiners	Rs. 90—120
Head Draftsmen and Draftsmen	Various scales ranging from— Rs. 300—20—400 (old) Rs. 250—350 (new) to Rs. 95—120 (old) Rs. 80—100 (new)
Tracers	Rs. 45—75 (old) Rs. 40—70 (new)

Office, ministerial and lower grade staff are on various scales of pay. We recommend that the scales of pay for gazetted officers may be fixed on the lines of our recommendations in the previous para. relating to the Directorate General, Industries and Supplies.* For ministerial and other lower staff, the scales of pay should be on the basis we have recommended for comparable staff in subordinate departmental offices. For draftsmen and tracers, a suitable indication is given in the section dealing with the Central Public Works Department.

5. *The State Railways Coal Department.*—The main categories of gazetted posts in this Department are:—

Chief Mining Engineer	Rs. 2,750—3,000 (old) Rs. 2,250 (new).
Superintendent of Collieries	Rs. 2,200—2,500
Coal Superintendent	Rs. 1,500—1,800 (old) Rs. 1,200 (new)
Assistant Coal Superintendent— Grade I	Rs. 800—950 / Rs. 750: 850: 950
Grade II	Rs. 550—700 / Rs. 350—600
Colliery Manager	Rs. 900—1,250 / Rs. 750: 850: 950
Asstt. Colliery Manager	Rs. 350—800 / Rs. 250—600
Electrical and Mechanical Engineer, District Mining Engineer	Rs. 800—1,150 / Rs. 750: 850: 950

*NOTE.—Mr. Rao considers the Director of Inspection should be on Rs. 1,600—1,800.

Asstt. Electrical Engineer	Rs. 350—800 (old) Rs. 250—600 (new)
Asstt. Superintendent of Collieries and Asstt. Collieries Manager.	Various grades ranging from— Rs. 350—600 to 1,250—1,500.

The subordinate technical posts include—

Surveyors and Asstt. Surveyors	Grades from	Rs. 65—120 to Rs. 130—200
Head Surveyor		Rs. 210—300
Overmen	Grades from	Rs. 50—100 to 210—300
Fitters, Mechanics and Engine Wright	Grades from	Rs. 60—100 to Rs. 400
Power House and Workshop From Firemen to Foremen	Grades from	Rs. 30—75 and Rs. 150—430

The Chief Mining Engineer has suggested that the pay scales of higer posts should be increased to bring them in line with the emoluments of corresponding officers in neighbouring private mines. A representative of the State Railway Coal Workers' Union gave evidence before us. He pleaded that notwithstanding the appointment of the Coal Mines Wages Commission, the Pay Commission should deal with conditions of service of Colliery Labour in State Railway Collieries, as the Railways are the biggest single employer of such labour. His main complaint was against the system of employing contractors' labour and he stressed the fact that due to malpractices such labour failed to get an adequate living wage. He asked for departmental working of mines with a minimum of Rs. 50 per mensem and additional piece-work payment of Rs. 1-8-0 per tub of coal. In view of the whole field of Colliery labour being under investigation by a special committee, we refrain from dealing with the same subject. We recommend that existing posts of officers be brought into level with the other Class I or Class II posts in the Railways and the scales of pay for ministerial and subordinate staff be fixed on a par with those of similar staff in the Railway Workshop.

6. The Office of the Coal Commissioner is under the control of the Industries and Supplies Department. Set up during the war, when a crisis regarding coal production threatened the country the main functions of the Branch were to apply the Colliery Control Order, administer the Coal Production Fund, concert measures for the enhanced production and proper distribution of coal, grading of coal and to arrange for colliery labour and supply of machinery, etc. The main posts in the organisation are:—

Coal Commissioner	Rs. 3,750
Deputy Commissioner.	*Ad hoc* scales or Rs. 1,950
Chief Combustion Engineer	Rs. 1,500
Combustion Engineer	Rs. 700
Asstt. Combustion Engineer	Rs. 500—700
Asstt. Commissioner	Various scales from Rs. 800 to Rs. 550—1,300
Regional Controller	Rs. 1,500—1,800
Asstt. Regional Controller	Rs. 350—600
Fuel Inspectors—From	Rs. 260—300 to 300—500
Technical Assistants	Rs. 200—250
Coal Inspectors, Loading Inspectors	Rs. 120—200
Sampling Supervisors	Rs. 350—450

We consider that the gazetted posts should be brought into line with our recommendations for comparable posts in the Railway Colliery Service, having due regard to the ceiling limits on salaries which we have suggested. For subordinate ministerial staff, the scales suggested by us for subordinate departmental offices would be appropriate.

7. In the *Office of the Iron & Steel Controller*, the post of Controller is on nominal pay and the pay of Deputy Controllers, Directors and Price and Accounts Officers has been fixed on *ad hoc* rates. Most of the posts of Deputy Assistant Controllers, Assistant Accounts Officers, etc., are on scales ranging from Rs. 350—450 to 450—750 while Assistant Controllers are on Rs. 750—1,275. In as much as the organisation is temporary, we make no recommendations beyond suggesting that when making new appointments, the pay scales should not exceed the pay we have recommended for comparable posts in other Directorates of the Industries and Supplies Department.

8. *The Patent Office.*—The main categories of posts are:—

Controller of Patents and Designs	Rs. 1,000—1,500
	Rs. 1,200
Deputy Controllers	Rs. 900—1,100
Examiners	Rs. 300—800
	Rs. 250—750
Assistant Examiners	Rs. 150—400

We recommend that the Controller and the Deputy Controller may be placed on the scale of Rs. 1,000—50—1,400 and Rs. 600—1,000 respectively. For the Class II posts of Examiners, the Class II scale of Rs. 275—710 which we have recommended for Examiners of Trade Marks would be appropriate. Assistant Examiners may be on the scale of Technical Assistants *viz.*:—Rs. 160—330 with a few selection posts on Rs. 250—500. The ministerial and lower staff may be on the same scales as suggested by us for similar departmental offices.

9. *Textile Commissioner.*—This organisation, set up during the war period, administers the Cotton Cloth and Yarn Control order and other matters relating to the cotton textile industry. The main posts in this office which has its headquarters at Bombay are:—

Textile Commissioner	Rs. 2,600 200—3,000
Joint Textile Commissioner	Rs. 1,500—75—1,950
Directors	Rs. 1,250—1,800
Deputy Directors Class I	Rs. 750—1,275
Assistant Directors, Class II	Rs. 450—750
Technical Assistants—	
Grade I	Rs. 150 200
Grade II	Rs. 250—350

Many of these posts had at first scales fixed on *ad hoc* considerations but they all are now on a par with posts in the Supply Directorates. Our recommendations in the case of the staff of the Directorate General Industries & Supplies would be appropriate for this office as well, the Textile Commissioner being equated with the Deputy Director General. The subordinate and lower staff may be on the scales suggested by us for subordinate departmental offices.

10. *The Government Test House, Calcutta.*—The main posts in the office are those of:—

Class I

Director	Rs. 1,250—1,750 (old) Rs. 1,300 (Revised)
Deputy Director	Rs. 950—50—1,200 (old) Rs. 740—950 (Revised)

Class II

Assistant Director	Rs. 500—750 (old) Rs. 350—700 (Revised)

The subordinate Technical staff include Physical and Chemical Assistants —Rs. 150—500 (old) and Rs. 150—400 (Revised) and Foreman Rs. 150—300 (old) and Rs. 125—225 (Revised); Operators Rs. 60—100 (old) and Rs. 55—85 (Revised) and Mistries Rs. 40—60. The Technical Assistants in the Test House, in their evidence before us, demanded that there should be a single gazetted service combining Class I and Class II and that they should be given a scale of Rs. 200—600. They complained that better terms were offered in other Institutions such as the C.S.I.R. and the Ordnance Factories for persons with similar qualifications and there were not enough opportunities for promotion in their cadre. The Director General, Industries and Supplies in his evidence before us urged that first rate scientists ought to be paid on the same scales as technical officers but cautioned against any general application of these scales when work done was not of the higher scientific type. He stated that the work for instance done in the Test House was in the nature of routine laboratory tests and not in the nature of higher research work. In regard to the superior posts, having regard to the scales suggested for administrative and technical services, our recommendation is that the posts of Director and Deputy Director should be placed respectively on the Junior Administrative Grade (Rs. 1,300—1,600) and senior scale of Class I (Rs. 600—1,150). Assistant Directors may be on the Class II scale (Rs. 400—800). For technical Assistants, as in the case of Scientific Laboratories, the scale of Rs. 160—330 with a higher grade of Rs. 250—500 should be adequate. Ministerial and lower grade staff may be on the same scales as for subordinate departmental offices. We have no information as to the nature of the duties of Foremen, Operators and Mistries in the Test House, or as to their qualifications. It would probably be right to fit the foremen into the appropriate scale we have proposed for foremen in the P. & T. Workshop. Operators may be on the scale of Rs. 75—105 and Mistries on Rs. 40—75.

11. *Council of Scientific and Industrial Research.*—Although the Council is a semi-independent organisation subject merely to Government control and supervision through Government representatives on the governing body, it has at present hardly any resources outside Government grants-in-aid and it therefore seems appropriate to deal with it here. Under the rules of the Council, it is expected to follow generally the rules and regulations applicable to Government servants. A further reason for dealing with the Council in this Report is the fact that as a liaison organisation for the co-ordination of scientific and industrial research, it has in its employment scientists of different grades working in various fields of

research; and in representations made before us by staff of different departments of Government, an attempt has invariably been made to compare pay and prospects of the employees with those of the employees of the Council. In the reply to our questionnaire, the Council has drawn our attention to the recommendations of the Scientific Consultative Committee which emphasised that the minimum salary of scientists whether in Government or industrial services should not be less than Rs. 200 and the minimum salary for senior scientists who are not entrusted with administrative duties should be round about Rs. 1,500. So far as the C.S.I.R. is concerned, the governing body of the Council in consultation with the Finance Department has adopted the following scales of pay for the various technical posts in the National Laboratories which it is proposed to establish in India under the auspices of the Council:—

Director	Rs. 2,000—100—2,500
Assistant Director	Rs. 600—25—650—35—1,000—50—1,200 100—1,500.
Senior Scientific Officer	Rs. 350—25—550—30 700.
Junior Scientific Officer	Rs. 250—25—400—450 —450—500.

12. In as much as the conditions of service of staff of the Council of Industrial Research are not specifically within the terms of our reference, we do not propose to suggest salary scales for employees of the Council. The recommendations which we have made for the different classes of the civil service have been calculated to afford a measure of improvement for the lower paid posts to which we have given high priority, as well as to keep down the highest ranges of the Class I Services, with a view to conforming with what we consider to be appropriate ceilings for salaries in India. Having regard to these considerations, we recommend for the Head of the very largest research institutions, the scale of pay for the head of a Department, *viz.*:—Rs. 1,800—2,000. For the head of less important research institutions the pay may be Rs. 1,600—1,800 or Rs. 1,300—1,600 according to the nature of the responsibilities. Posts of Deputy Directors, Assistant Directors, Senior Scientific Officers, and Scientific Officers should be fitted into the Senior or Junior Scale of Class I or in the Class II scale recommended by us. The main departure which we are prepared to recommend to Government is that in the case of scientists, the intial pay of a particular incumbent may be fixed at a higher point in the scale with due reference to his age, qualifications, experience and attainments.

N.—WORKS, MINES AND POWER DEPARTMENT

The Department deals with the following subjects:—

(i) Civil engineering, *i.e.* general policy and control of standards in regard to all branches of engineering, including control of the Central Public Works Department, execution of Central Works Projects and research and training in relation to civil engineering;

(ii) the Estate Office, dealing with accommodation provided by the Central Government;

(iii) Mines and minerals, including the Geological Survey and the Indian School of Mines:

(iv) Irrigation and Waterways, including control of the Central Waterways, Irrigation and Navigation Commission;

(v) Electricity, including control of the Central Technical Power Board;

(vi) Administration of the Acts relating to explosive substances, petroleum, boilers, etc.;

(vii) Stationery and Printing.

2. We have no special comments to make as regards the Secretariat officers and establishments who will be governed by our general recommendations in this behalf.

3. *Geological Survey.*—The Geological Survey is one of the oldest of the Government of India departments and like all research services under the Central Government, the service sustained a serious curtailment of its activities during the post-1931 retrenchment campaign. During the war, a limited amount of expansion took place in the activities of the Department, as a result of the necessity for developing and utilising the mineral resources of the country, such as sulphur, zinc and certain semi-precious stones like Beryl. As a prelude to the planning and development of Indian industries, the first step was taken in expanding the staff of the Geological Survey so as to enlarge the activities of the Department in the exploration for industrial uses of the vast mineral wealth of the country both metallic and non-metallic.

4. The main categories of posts in the Survey are:—

	Rs.
Class I—	
Director	3,000 (old) 1,800 (Rev.)
Superintending Geologist	1,500—2,000 (old). 1,300 (Rev.)
Geologist	400—1,200 (old) 350—950 (Rev.)
Chemist	350—700
Geophycist	1,000—1,500
Mining Engineer and Petrologist	1,200
Deputy Mining Engineer	600—1,200
Class II—	
Assistant Geologist	250—650 (old) 200—500 (Rev.)
Assistant/Chemist	150—400
Class III—	
Chief Draftsman	200—250
Draftsmen and Engravers	120—200 50—120 40—90
Surveyors	Pay as in Survey of India.

5. The Officers of the Geological Survey have insisted that they have a vital role to play in the planning of important schemes, such as the construction of dams and hydraulic engineering mining and metallurgical operations, etc., and the pay of officers and subordinates of the Geological Survey should be placed on a proper basis. They have pointed out that distinctions between different scientific departments of Government in the matter of pay will not only be invidious and unjustified, but will cause personnel to drift into private service where more attractive salaries may be expected. The ministerial and subordinate staff of the Geological Survey even claimed that they should be treated better than similar staff in other departments in view of the nature of their work.

6. The Director, Geological Survey, who gave evidence before us, proposed a revision of scales of pay on the following lines:—

	Rs.
Director	3,500
Superintending Geologists	1,750—100—2,250
Geologists	500—50—1,200
Assistant Geologists	320—25—650
Chemists	750—50—1,750
Assistant Chemists	350—25—650—50—850
Senior Assistants	300—20—400
Junior Assistants	100—10—180—15—300

He also proposed increases on a similar scale for the ministerial posts such as draftsmen, engravers, photographers, printers, etc. In his oral evidence before us, the Director, Geological Survey, while favouring the application of uniform scales to all scientific services, did not consider that a common scientific civil service embracing a number of departments would be practicable or desirable, since scientific work in each department has to be related to its special activities as bearing on the industrial side. The rates of pay proposed by him were in some cases even higher than what the officers and staff had asked for in their representations. The Director agreed that as regards his technical staff, their remuneration should be no higher than for the staff of the Survey Department but he stated that there was no case for giving his ministerial staff higher scale than for staff in other departmental offices of the Central Government located in Calcutta or elsewhere. He also explained that the scales he had proposed appeared high only because he had included the full element of dearness allowance to be absorbed in them. We recommend that the scales of pay of Officers of the Geological Survey Class I should be on a level with those of other Class I services. There may be advantage in placing some posts of Geologists in the senior scale of Class I and others in Junior scale, differentiating them on the basis of responsibility. Class II posts may be on the scale of Rs. 275—650. The posts of Superintending Geologists and Director should carry the same scales as Deputy Heads of certain Departments (Rs. 1300—1600) and Heads of large departments (Rs. 1800—2000) respectively. As regards the posts of Chemists and Assistant Chemists we agree that these should respectively carry the same scales as senior scale of Class I (Rs. 600—1150) and Class II (Rs. 275—710). As the Director General points out that the Chemist has no prospect of promotion we recommend that the maximum of his scale may be extended to Rs. 1300. For the ministerial posts, we cannot accept the proposition that their rates of pay should be on a par with those in the Central Secretariat or that clerical staff in a scientific department should be given special rates of remuneration on the grounds that they deal with correspondence relating to scientific subjects. The Director, Geological Survey, further stated that a certain proportion of his staff in the Mineral Information Statistical Section did work which was of more than a routine character. If candidates recruited for or assigned to this kind of work possess higher qualifications or discharge duties of greater responsibility than the rest of the ministerial staff, this circumstance may be taken into account in determining their scales of pay. What we have recommended elsewhere for ministerial staff in subordinate departmental offices should apply to the case of the Geological Survey. In regard to technical posts such as

Surveyors, draftsmen, engravers, photographers, etc., it would be appropriate to adopt rates similar to those given to corresponding staff in the Survey of India.

7. A grievance which the superior staff in particular stressed was about their liability to maintain field establishments for which they stated the allowance granted during the field season was entirely inadequate. We consider that this grievance would be obviated if as in the Survey of India, field establishments are recruited departmentally and the present system of field allowance is withdrawn. Other points made were the need for the restoration of the Calcutta Compensatory Allowance which was withdrawn in 1937 from officers of the Geological Survey and the revival of special pays for the petrologist and the palaeontologist. We are not convinced of the justification for the latter request as these posts carry the same responsibilities as those of Geologists. We recommend the former request for the favourable consideration of Government since they are liable to serve all over India, though the headquarters of the department may be in Calcutta.

8. *Office of the Electrical Commissioner and the Central Technical Power Board.*—The Electrical Commissioner is the head of the executive organisation under the Works, Mines and Power Department, dealing with all matters concerning electricity. He is also the Chairman of the Central Technical Power Board. This Board was set up during the war, as an expert advisory and co-ordinating body, to deal with all matters concerning electricity and in particular to initiate, co-ordinate and push forward schemes of electric power development and utilisation throughout the country, in consultation with provincial and State Governments concerned. The Board depends entirely on the Government for its finances and, though controlled by Government, exercises in establishment matters a degree of autonomy greater than that of ordinary departments of Government. We understand that in order to secure expert staff and to stimulate higher endeavour amongst persons predominantly recruited from a field in which there is keen competition from commerce and industry, liberal terms have been offered to the personnel recruited to the Board's service.

9. The main posts in the office of the Electrical Commissioner and the Central Technical Board are as follows:—

	Rs.	
Electrical Commissioner and Chairman, Central Technical Power Board.	4,750	
Hydro Electric Member	4,314	
Utilisation Member	3,000—3,500	
Grade 'A' Project Officer	2,000—3,000	
Grade 'B'	1,000—1,800	
Grade 'C' (Class II)	400—900	
Commercial Officer	1,600—2,000	
B Grade Technical Officer	600—1,200	} Class II.
C Grade Technical Officer	300—700	} Class II.

Class III

	Electrical Commissioner's Office	Central Technical Power Board
Technical Assistants—		
	Rs.	Rs.
Grade I	250—300	300—400
Grade II	225—250	250—350
Grade III	200—225	200—250
		Rs.
Draftsmen		150—250
		100—150
Tracer		45—105
Supervisor		250—400

10. In his reply to our questionnaire, the Chairman of the Central Technical Power Board has stated:

> "the present levels of remuneration for Government employees are not unreasonable when compared with most of the good employers in India. The rigidity of remuneration levels without sufficient regard to ability of the individual and with too much regard to the nominal duties and responsibilities of the post which he fills are, however, unsatisfactory.....both scales and levels of remuneration could be revised and made sufficiently flexible to take much more account of merit and initiative."

To a very great extent, these considerations appear to have prevailed when the terms for existing personnel of the Central Technical Power Board were recently fixed during the war period. The Technical Assistants of the Central Technical Power Board who are at present on three grades have sent us a representation requesting that their designation be changed to Assistant Project Officer, that their post be made gazetted and that they be given a scale of Rs. 300—750 as in the case of Extra Assistant Directors in the Central Waterways, Irrigation and Navigation Commission. The Chairman, however, has informed us that the Technical Assistants in the Board are only fresh engineering college graduates and that the Board at present is treated merely as a 'nursery' from which after receiving training and experience gazetted officers may be recruited. He has also sounded a warning that every engineering or other professionally qualified man in whatever country on passing out of college is inclined to overrate his professional value.

11. We are inclined to agree with the views of the Chairman and we consider that notwithstanding engineering graduates being recruited, the posts of Technical Assistant in which training for higher work is acquired do not justify being allowed a higher scale of pay. For similar posts of Technical Assistants in other scientific or technical departments, we have suggested a scale of Rs. 160—330 with a higher grade of Rs. 250—500. In comparison therewith the grade pay at present allowed does not appear unreasonable and if uniformity is to be attempted it should be only in the direction of applying the scales we have proposed. In regard to the posts of Members and of Project Officers in Grades 'A', 'B' and 'C', we note that their pay scales are pitched much higher than the levels we have recommended for superior services in general, having due regard to the ceiling limit on salaries. It is possible that in the present phase

of its development, the Central Technical Power Board requires the scale of pay already in vogue for attracting qualified recruits. Presumably, such appointments are also made for limited periods. But as and when conditions become stabilised, we would suggest that all future recruitment to these posts, which must be regularly classified into Class I (Administrative, senior scale or junior scale) or Class II Services should be made on appropriate scales of pay with due regard to our recommendations for other technical services like the Civil Engineering. Broadly speaking, the pay scales for Members and the Chairman, unless they are fixed on a contract basis so as to secure the services of experts from outside India, could appropriately be Rs. 2,500 and 3,000 respectively,* while that of A Grade officers may be in the range of Rs. 1,300—1,800, (with perhaps a Selection Grade of Rs. 1,800—2,000) of B Grade officers Rs. 800—1,150 and C Grade Rs. 350—850.

12. *Consulting Engineer—Waterways & Irrigation—Central Waterways, Irrigation and Navigation Commission.*—The Commission has been charged with the general responsibility for initiating, co-ordinating and pressing forward schemes of control, regulation and utilisation of water and waterways in consultation with Provincial and State Governments concerned. The Chairman of this Commission is also Consulting Engineer for Waterways & Irrigation to the Government of India. The Indian Waterways Experiment Station, near Poona is also under the Consulting Engineer. In their reply to our questionnaire, the Central Board of Irrigation have stated:—

> "The ideal standards of remuneration and conditions of service of all classes of Government servants in every department should be such as will bring individuals within reach of the conditions in which they can improve their talents and are able to develop their minds towards perfection in the trades in which they are engaged."

As the choice of a profession in determined only by one's aptitude for a particular trade, they have expressed the view that to secure the best talent to all technical posts under Government, there should be uniformity of the pay scales for all services. Stressing the suggestion that the personnel of the technical services should be at the helm of the affairs relating to their own department, they have protested against the monopolizing of administrative posts by any one service. Two specific suggestions which they have made for removing the shortage of men with technical qualifications deserve careful consideration: (a) a change in the existing practice of fixing initial pay at the minimum of the grade which leads persons seeking entry into technical services to enter at the earliest age with only the necessary minimum qualifications; and (b) encouragement to officers to take study leave for obtaining higher qualifications in the particular phase of their trade for which they show special aptitude. The main posts in the different branches are:—

	Rs.
Consulting Engineer and Chairman C. W. I. N. C.	3,750
Members C. W. I. N. C.	3,000—3,500
Directors C. W. I. N. C.	2,000—3,000
Dy. Directors C. W. I. N. C.	1,000—1,850
Assistant Directors C. W. I. N. C.	400—900
Extra Asstt. Directors	300—500; 200—350

*NOTE.—Mr. Rao feels the scales should be Rs. 2,250 and Rs. 2,500 respectively for the Members and Chairman of the Commission.

	Rs.
Project Officers	I.S.E. scale+special pay.
Director	1,750—2,150
Deputy Director	625—1,375
Asstt. Research Officer	170—500
Asstt. Consulting Engineer	I. S. E.
Research Assistants	140—400 ; 90—250
Overseers	100—150
Draftsmen C. W. I. N. C.	250—350 ; 150—250
Assistant Draftsmen	60—75
Tracer	40—90
Superintendent (General) C. W. I. N. C.	600—800
Superintendent (Technical)	600—800

The Commission (C.W.I.N.C.) was set up during the war period and it will be observed that its personnel are on scales of pay higher than we have generally recommended. Government presumably felt that the future development of India will largely depend on the conservation and the utilisation of the water resources of the country, the responsibility for harnessing which eventually lies with this Commission. In the initial stages we understand that the present high rates were necessary as there was a shortage of trained personnel and the scales have been fixed based on the existing scales of I.S.E. in order to attract for the high technical posts the best qualified personnel from the Provincial Services. It is not clear to us to what extent the C.W.I.N.C. and the C.T.P.B. will continue as separate organisations or might be amalgamated. In either event, we consider that generally speaking the pay scales for the personnel of the C.W.I.N.C., unless the scales are fixed on a contract basis so as to secure the services of certain experts, should be modelled on the scales of pay of other Engineering Services when conditions stabilise. For the Chairman and Members, the scales would appropriately be Rs. 3,000 and 2,500*, Directors, whose maximum is at present equivalent to that of Chief Engineers, may be on a scale of Rs. 1,300—1,800 with a selection grade of Rs. 1,800—2,000. Deputy Directors might then be on Rs. 800—1,150 and Assistant Directors including Extra Assistant Directors who are holding Class I posts on Rs. 350—850 in the senior and junior scales of Class I. Posts of Extra Assistant Directors and Research Assistants may be on scales of Rs. 275—590 (Class II) and Rs. 160—330 with a selection grade for the latter of Rs. 250—500. For Upper Subordinate Technical posts like Overseers, Draftsmen, etc. the scales we have recommended for similar staff in the C.P.W.D. and the Railway Department would be appropriate.

13. *The Department of Mines and the Indian School of Mines, Dhanbad.*—There are two organisations under the Works, Mines and Power Department connected with mining, the Indian School of Mining, and the Mines Inspectorate. The Islington Commission commented on the lack of personnel with proper technical qualifications for the work of inspecting mines in India and pointed to the need for establishing a training institution in the coal fields for imparting such an education to the people of this country. The Indian School of Mines, Dhanbad, was started to fill this deficiency in the country's educational system. The

*NOTE.—Mr. Rao suggests scales of Rs. 2,500 and Rs. 2,250 for the Chairman and Members of the Board.

main categories of posts in the School of Mines besides the usual ministerial and lower grades are:—

	Rs.
Class I—	
Principal	1,250—1,750
Professors	1,300 1,000—1,500 750—1,250 500—950
Class II—	
Lecturers Grade I	500—750 250—500
Foremen Instructor	300—500 250—400
Lecturers Grade II	150—400 150—300
Class III—	
Demonstrators	75—175
Draftsmen	60—90
Class IV—	
Fitters, Mechanics, etc.	Scale ranging from Rs. 30—35 to Rs. 45—50.

With the growing demand for men with mining experience, we understand that the revised scales of pay allowed for recruits since 1931 have failed to secure and retain qualified personnel on the staff of the Institute. In regard to the instructional staff, we recommend that the scales of pay we have suggested for other technical institutions like the Delhi Polytechnic should be sufficient to attract the proper type of recruits. As in the case of the Polytechnic, we would strongly advise against any tendency to overrate the teaching staff of a technical institution in comparison with the members of a technical civil service actually engaged in professional work. For mechanics, the scales of Rs. 40—60, Rs. 60—75 and Rs. 75—105 may be found suitable according to the character of the duties performed. Our general recommendations for ministerial and lower grade staff for subordinate departmental offices would apply to the office staff of the School as well. The draftsmen may be on the same scale as in the Central Public Works Department.

14. *Department of Mines.*—The main categories of posts in the Mines Department are:—

	Rs.
Chief Inspector of Mines	2,000—2,500 (Old) 1,700 (New)
Dy. Chief Inspector	1,500—1,750 (Old) 1,250—1,450 (New)
Inspector	1,250—1,500 (Old) 800—1,200 (New)
Junior Inspectors	500—950 (Old) 400—700 (New)
Senior Labour Inspector	250—400
Junior Labour Inspector	180—250
Surveyor	120—160
Draftsmen	40—80

The Chief Inspector of Mines has complained that the scales of pay, particularly the revised scales, do not compare favourably with those offered by private employers and it is essential that their status as responsible officials of coal fields should be maintained. He has pointed out that the Colliery officials also obtain very important perquisites such as free bungalows, lights, fuel, servants etc. and argued that a Junior Inspector of Mines carried the same responsibility and is required to have at least the same qualifications as a senior Manager in the coal fields (Rs. 750—50—1,200); while those of a Senior Inspector are equivalent to those of an Agent (Rs. 1,500—1,700) and those of the Deputy Chief Inspector to those of a Chief Mining Engineer (Rs. 2,250—3,000). Though we recognise the risks to which an Inspector of Mines is subject, we cannot on that ground alone accept the argument for parity of remuneration with comparable appointments under private firms for the purpose of fixing pay scales of the inspectorate. As they are full time Government servants, it is only appropriate that their pay scales should be related to those of other categories of civil employees whose responsibilities are comparable. On such a basis, we would suggest that the Chief Inspector should be on a scale of Rs. 1,600—1,800 as in the case of some heads of departments. The Deputy Chief Inspector may be on the scale of Rs. 1,300—1,600. Lower posts of Inspector and Junior Inspector of Mines should be equated with Class I—Senior and Junior Scale respectively and allowed the corresponding pay scales. As in the case of the Government Inspectors of Railways who perform inspection duties and whose rates of pay are similar to those of the engineering services generally, the grant to the mining inspection staff of the general scale applicable to the technical services would be appropriate. For Senior Labour Inspector, the Class II scale would be adequate, while Junior Labour Inspector may be on a scale of Rs. 180—Probn. Rs. 200—10—300—15—330 (Class III). Subordinate technical staff under the Chief Inspector of Mines, such as surveyors, draftsmen, etc. as well as the ministerial and lower grade staff may be dealt with on the lines of our recommendations for the Central Public Works Department Offices.

15. *Inspectorate of Explosives.*—The chief posts in this Department are:—

	Rs.
Class I—	
Chief Inspector	1,450—2,000 (Old) 1,300 (Rev.)
Dy. Chief Inspector	800—1,000
Class II—	
Inspector	300—800 (Old) 300—500 (Rev.)
Asstt. Inspector	200—400

We recommend that the post of Chief Inspector may be on the junior administrative grade of Rs. 1,300—1,600 while that of Deputy Chief Inspector, may be on Rs. 800—1,150, in the senior scale of Class I. For Inspector the Class II scale of Rs. 350—800 would be adequate while Assistant Inspectors may be on Rs. 250—10—300—20—500. In the case of office staff, including the categories now designated 'inferior', our general recommendations for subordinate departmental offices would apply.

16. *Central Public Works Department.*—The Public Works Department of the Government of India included till 1905 the Railway Department which then separated to form a branch under the control of the Railway Board.

As the Islington Commission observed, the process of separation had not resulted in destroying the close resemblance between the Public Works and the Railway Engineering in matters of recruitment, classification, conditions of service and salary etc. As Public Works became gradually a provincial subject, the control of the Indian Service of Engineers also passed to the provinces. Recruitment was initially 50 per cent. in England and the rest in India, a small quota being reserved for persons of Indian domicile qualifying in the U. K. Recruitment to the I. S. E. staff was affected in two stages in which engineering (except irrigation) became a provincial subject and later, on the inception of complete provincial autonomy in 1935, European recruitment ceased in 1931 and from 1936 no fresh recruitment has been made to the service. The recruitment to the I. R. S. E. which was initially controlled by the Secretary of State ceased by 1931 since which date it has become actually a Central Service. The requirements of the Central Government in centrally administered areas were met by borrowing officers from provinces, but with the growth of the Central works programme, it was decided to form a Central Engineering Service in 1934. The service still contains a core of old entrants from I. S. E.

17. The following are the important categories of posts on the cadre of the Central Public Works Department:—

	Rs.
Class I—	
Chief Engineer	2,750—3,000 2,000 (Revised)
Superintending Engineer (Including Electrical)	1,750—2,150 1,400 (Revised)
Executive Engineer (Including Electrical)	625—1,375 750 : 850 : 950 (Rev.)
Chief Architect and Senior Architects	1,400 (Revised)
Town Planner	2,000
Junior Architects	750 : 850 : 950
Administrative Officer	1,500—1,700 900—1,200 (Revised)
Asstt. Executive Engineer (Including Electrical)	250—275 (Prob.)—350—500 (Rev.).
Class II—	
Asstt. Architects	250—450
Quantity Surveyor	250—750
Asstt. Quantity Surveyor	250—450 250—500 (Revised)
Superintendent, Horticultural Operations	600—800+200 S. P. 500—675+135 S. P. (Revised)
Asstt. Administrative Officer	400—500+50 S. P.
Financial Assistants	300—550
Temporary Engineers	250—350
Assistant Engineers	225—12½—350—15—500
Works Assistants	200—500
Class III—	
Subordinates (Civil, Electrical and Horticultural)	Various scales Rs. 120—270; 200—400; 120—200; 80—255 70—200.

Electrical Supervisor—	
Grade I	300—600
	200—400 (Revised)
Grade II	150—300
Labour Verifier	150—220
	200—450 (Revised)
Head Draftsmen	95—200
Draftsmen and Computors	75—150
Storekeepers	95—120
	75—115
	40—75

The ministerial staff of the central office *i.e.*, office of the Chief Engineer were, as a temporary measure during the war period, brought on to the Attached Office scales of pay. For the ministerial staff of the Circle and Divisional offices various scales of pay have been in force.

18. Representations which we have received complain against the low rates of pay in the Central Engineering services for posts on the revised scales of pay. Some of the officers of the Engineering Services insisted that there was no justification for treating them worse than men holding comparable posts in the administrative services. But it is not easy to say what exactly are the administrative posts which are comparable to those held by officers of the Engineering Department. The Civil Engineers' Association in giving evidence before us have stressed that engineers as technical staff should be paid at least the same as members of the civil services, though a small section was inclined to ask for higher rates of pay for the Engineering Services. As we have dealt elsewhere with the general question of differentiating technical services from non-technical services, for purposes of pay, it is not necessary here to do more than refer to this claim.

A comparison was made between the pay scales applicable to subordinate officers in the Central Public Works Department and those prevailing in the Railways and in the Punjab and it was stated that the C. P. W. D. scales are less favourable. A further suggestion was made that there should be something like unification of scales of pay for all Engineering Services, namely, those in the P.W.D., those in the Railways and those in the Telegraphs. We have kept these considerations in mind and in making our recommendations endeavoured as far as possible to give effect to the principle of equal pay for equal work.

Another general question raised was that there should be reasonable opportunity for officers in technical services, like the Engineering Department, to rise to leading administrative posts in the department, particularly the Secretariat. Sir A. Dean who appeared before us as a representative of the Institute of Engineers (India) maintained that there was no justification for the view that the officers of the Civil Service alone have had a training which could make them fit to hold such administrative posts. He pointed out that in the earlier years of service, members of the Civil Service are engaged in revenue and magisterial work, while members of the Engineering Service are engaged in their departmental work and that in the one case as in the other administrative experience will only come as a result of the opportunities given to them in the later years of service. It has sometimes been the practice in some provinces to give opportunities to Engineering officers to act as Secretaries in the P. W. D. side of the Provincial Secretariat and he insisted that this practice might well be continued. We can only mention this claim and leave it to the Government to deal with it as a question of policy.

Like other senior officers, Sir A. Dean as well as the representatives of the higher branches of the Engineering Service who appeared before us were opposed to the proposal to amalgamate Class I and Class II Services. But they agreed that as there was not much difference in the minimum qualifications of the entrants for the two Services, it was unnecessary to maintain anything like a considerable difference in the starting pay of the two Services.

19. The Subordinate Engineering staff, particularly the Upper Subordinates, complained that they had no opportunity for permanent promotions and were allowed only to draw a small charge allowance (of Rs. 50) when holding Subdivisional posts. We understand that a Class II Service has been sanctioned which will be filled mainly by promotion from the ranks, though a percentage of posts is open to direct recruits and this will, to a certain extent, redress this grievance. But, it appears that amongst the subordinate engineering cadre, there are some who hold degrees in Engineering, while others have only obtained diplomas from an Engineering College after matriculating. The latter complained that in the matter of promotion to Class II Service, the tendency was to give preference to those with University degrees. We can only assume that the best men are selected and we cannot fetter the discretion of the authorities in whom the power of recruitment or promotion is vested. It may be true that as the number of seats available in the Engineering Colleges is limited, some are obliged to content themselves with taking diploma courses But, it seems to us too much to ask for a special reservation of vacancies in Class I or Class II for non-graduate Upper Subordinates. The proper solution will perhaps be to improve the facilities for collegiate education in Engineering.

The representatives of the Engineering subordinates next drew our attention to their liability to all-India transfers wherever important works of the Central Public Works Department may be going on and they claimed an allowance of 20 per cent. of the salary on this ground. Such a liability is not peculiar to this department. We cannot accept a claim for enhanced salary merely on the ground of a contingent liability. Special case of hardships, if any, must be dealt with as and when they arise.

A complaint was made by the P. W. D. employees that the amount sanctioned to them by way of motor cycle allowance was utterly inadequate. We are not in a position to express any opinion on this point; we can only suggest that the matter be looked into by the proper authorities.

20. As in many other departments, the complaint was made that a large number of people were kept in temporary service for long periods and that if they were discharged while in such temporary service they did not get even adequate gratuity. The Chief Engineer recognised this hardship in the department, but he told us that the present large number of temporary posts was the aftermath of the very heavy building programme of the war years and assured us that the grievance would be substantially remedied as a result of the sanction which had recently been received for making a number of Divisions permanent. He, however, reminded us that in view of the nature of the work of his department, a certain proportion of the staff had to remain on a temporary footing; but he added that very few deserving men were in fact, discharged and he also pointed out that on confirmation temporary service counted for pension. He made a further suggestion that perhaps it might be right to pay temporary persons an extra percentage of pay to compensate them for lack of security of tenure and other privileges of permanent service. But we do not think this ordinarily happens or can even be made a rule. What we have said elsewhere as to the desirability of

confirming persons in temporary service as early as practicable and of giving them some of the benefits of permanent service even while the tenure is only temporary seem to us all that can be done to meet this complaint. The claims made by members of this Department for conveyance allowance, accommodation and compensatory allowance will be governed by our general observations on these matters.

The Draughtsmen and Estimators made complaints similar to those of the Upper Subordinates, particularly as to the preference given to graduates in Engineering, and as to the disparity between their scales of pay and the pay for similar officers in the Punjab Provincial Service. These are covered by the observations we have already made.

21. The ministerial staff of the Central Public Works Department complained of the difference in the scales of pay between the ministerial staff in the main office of the Chief Engineer and the ministerial staff in the divisional offices. The Chief Engineer admitted that there was no justification for this differentiation and that he did not like it. We have kept this matter in mind in dealing with the scales of pay. We are, however, not able to see our way to accept the suggestion of the ministerial staff as to transfers of such staff from one office to another or from one section to another or from the divisional office to the Central office. These are matters of departmental convenience and they must be left to the discretion of the Department. It seems to us that in some instances such transfers may not even be practicable. As far as we can gather, the object of this suggestion seems to be to obtain for all ministerial staff in Circle or Divisional offices the scales of pay of Attached Offices which were temporarily extended during the war period to the office of the Chief Engineer. In accordance with our general recommendations, it is in our view desirable to differentiate between Secretariat and Executive offices. We would accordingly allow for staff in the Chief Engineer's office, the scales of pay prescribed for staff in the offices of heads of departments working directly under the Government of India and for staff of Circle and Divisional offices, we would apply the scales recommended for subordinate departmental offices.

22. The claims of the workers of the Public Works Department seem to have been recently dealt with by special orders of Government both in respect of their scales of pay and certain other matters. We understand that among the demands made by the work-charged staff of the Central Public Works Department were:—

(i) that all work-charged staff should be made permanent;

(ii) that rent free quarters, house-rent allowance, conveyance allowance, dearness allowance, leave and holidays should be granted to work-charged establishments on the same lines as for permanent staff;

(iii) that the emoluments of all classes of work-charged posts should be fixed at a minimum of Rs. 55 p.m.

It is understood that the administrative department has already passed orders to the effect that as many employees as Government consider essential for the efficient maintenance of permanent works will be made permanent and will be given conditions of service suitable for workmen in continuous employ. Those with more than 10 years' service will benefit immediately and the cases of those with less service would come under review. Pending our recommendations we understand that Government have extended to members of work-charged establishments who are either permanent or semi-permanent and are not merely casual or temporary workers the compensatory allowances and holiday

and leave concessions admissible to workers in permanent service. We understand that the hours of work have also been fixed by an award of the Labour Commissioner and the workers seem to be content with it, though their representative complained that the terms of the award were sometimes evaded by subordinate officers of the department, taking advantage of the special provision made therein in respect of emergency. We trust that such irregularities if any, will be looked into. They also expressed themselves satisfied with the provision in the award as to retirement benefits, recommending the grant of provident fund benefits as in the case of Railways. As regards other concessions asked for on their behalf, we think it right to say that they must, on the whole, be governed by the analogy of workers in private industry and other allied occupations. It was claimed on their behalf that even unskilled labour, *e.g.* sweepers, bhisties, mali boys, should be paid a minimum salary of Rs. 80 per niensem besides a dearness allowance of Rs. 45 per mensem. When the claims of the Workers' Union were mentioned to the Chief Engineer and he was asked his view about them, he felt that they were excessive and added that, in his opinion, Rs. 40 per mensem besides dearness allowance would be a fair minimum. Workers' representatives put before us a graphic account of the hardships and sufferings which people of this kind have been undergoing during these bad times. We appreciate their difficulties; but our recommendations have to be made in the light of what we propose for numerous other classes of employees in the lower grades of the public service. In regard to workmen we realise that there should be greater conformity with market rates: we cannot, therefore, suggest a permanent upward revision in the basic scales much above the prevailing level of wages. Allowing for the security and permanency of Government employment and the advantages in the matter of dearness allowance, other compensatory allowances and leave and pensionary benefits to which Government employees become eligible, we consider that the wage rate for these categories should be built up on the basis of differentials appropriately applied to a minimum wage. The prevailing rates of pay for many of the daily rated categories are based on the Schedule of Rates which are revised from time to time to keep on a level with market variations. It seems to us reasonable to fix the basic scales of pay for those categories, having regard to the nature of the duties and the skill required, into one or the other of the following grades:—

	Rs.
(*a*) Unskilled	30—35
(*b*) Semi-skilled (including semi-skilled supervisory) . .	35—50 40—60
(*c*) Skilled	60—75 75—105
(*d*) Highly skilled and skilled supervisory	120—150 150—180

23. Some reference was made to abuses in the system of muster roll payments to the workers. We have no doubt that if this is brought to the notice of the authorities, it will be looked into. Other grievances ventilated before us are all of a kind which could be properly redressed by the Labour Welfare Officer.

As regards labour employed by contractors, the Chief Engineer stated that the recent practice has been to insert a fair wages clause in P. W. D.

contracts, and we are told that appropriate machinery is also being set on foot to see that this clause is being duly observed.

24. In partial modification of his recommendations in his written replies the Chief Engineer who replied to our questionaire and gave evidence before us suggested the following rates as appropriate for the main categories of staff in the P.W.D.

Category	Present pay	Pay proposed by Chief Engineer
	Rs.	Rs.
Subordinates	70—200	150—10—300
Assistant Engineers (Class II Service)	225—500	300—700
Asstt. Executive Engineers (Class I Service)	250—500	350—900
Executive Engineers	750—950	600—1,200
Superintending Engineer	1,400	1,450—1,750
Chief Engineer	2,000	2,000—2,500
Ministerial Staff—		
Peons	...	40
Clerks	40—90	100—200
Assistants	100—200 140—400	200—500 200—500
Superintendents	400—500	500—600

Consistently with the ceiling limit which we have recommended for top salaries, we consider the scale of Rs. 1,800—2,000 and Rs. 1,300—1,600 would be appropriate for the Chief Engineer and the Superintending Engineer respectively. To the Executive Engineers and Assistant Executive Engineers the senior scale (Rs. 600-1150) and junior scale (Rs. 350—850) should respectively apply. We recommend that the Class II service of Assistant Engineers should continue and, provided persons with good qualifications and experience are recruited, we see no objection to the pay scale running the full length of the present Class II scale *i.e.* Rs. 275-800. The pay of officers of similar grades on the Electrical side may be similar. In regard to the post of Administrative officer, if it is a technical post, it should be equated with the corresponding grade for an engineering officer. Otherwise, we do not see any justification for varying our general recommendation that a scale of Rs. 650-30-800 should be as appropriate as for departmental officers. In regard to architects, their present scales seem to bear some relations to that of corresponding grades in the Engineering Service. We recommend that in applying the scales proposed by us the same parity may be observed.

Engineering subordinates are at present on various scales of pay which compare unfairly with the scales allowed on railways for subordinate grades. Making due allowance for the difference in duties and conditions of working, we consider upper subordinates, if they are engineering diploma holders should be on a scale of Rs. 100-8-140-10-300. In regard to technically qualified subordinate staff, like draftsmen, estimators, assistant draftsmen, tracers, etc, who have undergone practical engineering training in addition to possessing the minimum qualification of routine clerks

i.e., matriculation, the scales of pay should be more liberal than for clerical staff. The following scales may accordingly be allowed for different grades, according to responsibilities:—

Rs. 60 —4—120 —E.B.—5—150.

Rs. 100—5—125—6—155—E.B.—6—185.

Rs. 150—7—185—E.B.—8—225.

There may be a selection grade, if necessary, on Rs. 200-10-300 for draftsmen who have undergone a training course in Engineering schools similar to that for subordinates. Categories like store-keepers, where no special qualifications are required and responsibilities are not heavy, may be assimilated to the ordinary clerical grades. In regard to ministerial staff in general, we would emphasise the suggestion that the office of the Chief Engineer, C. P. W. D. should cease to be an Attached Office. We see no reason for treating this office differently from other offices of heads of departments at headquarters.

25. We have received complaint from a class of temporary engineers in the C. P. W. D. who represented that although they possess the requisite qualifications for appointment to the Central Engineering Services Class I or Class II, they have been kept on an extremely short time scale *viz.*, Rs. 250—350 without any further prospect of promotion. We can only bring this complaint to the notice of Government, as we do not know the circumstances in which these officers were not brought on the regular scales for Assistant Engineers.

26. It has been represented by the Superintendent, Horticultural Operations, that the top posts in his office suffer at present in contrast with corresponding posts in the regular cadre of the Central Public Works Department, although the financial, technical and supervisory, responsibilities are no less onerous. Thus it has been claimed that the post of Superintendent, Horticultural Operations, which is on the *ad hoc* scale (Revised) of Rs. 500—675+S. P. 135 compares unfavourably with that of an Executive Engineer on the new scales (Rs. 750-950) although with the steady growth in the size of the horticultural division, the duties and responsibilities have become equal to, if not greater than that of an Executive Engineer. It has been emphasised that there has been a considerable increase in the area under the control of the Horticultural Superintendent, the number of staff employed under him, the scale of works operations and the extent of the revenue realised. The Superintendent has also stated that the responsibilities of his principal subordinate officers like the Assistant Superintendent Horticultural Operations (Rs. 250-500 revised) and Labour Verifier (Rs. 200-450 revised) have likewise grown and he has suggested an upgrading of these posts to a level not lower than the Class II scale. We consider that it would redress these grievances if, subject to qualifications being similar, these isolated or unclassified posts in this branch of the Central Public Works Department are, as recommended in the case of another branch the Estate Office, as far as possible, brought into line with the scales of pay we have proposed generally for comparable posts in the regular Engineering cadre on the Class I or Class II scale.

27. *The Estate Office.*—The Estate Office was at one time a part of the office of the Chief Engineer but now functions under the direct control of the Labour Department. It contains a number of posts of the same category as posts in the regular P. W. D.:—

	Rs.
Class I—	
Estate Officer	800—1,000
Class II—	
Assistant Estate Officer	650—800
	250—500
	500—850
Estate Manager—Bombay and Calcutta	250—500
Superintendent of Catering	400—600

The ministerial posts are on the same scale as in Attached Offices. We recommend that subject to minimum qualifications for recuitment being similar, the posts of Estate Officer may be placed on the senior scale of the Class I Service while those of Assistant Estate Officer and Estate Managers may be on the Class II scale on Rs. 275—710. In regard to ministerial staff, as in the case of the Chief Engineer's establishment, we see no reason for treating them any differently from staff of other departmental offices at headquarters.

28. *Office of the Controller of Printing & Stationery.*—This organisation which is under a Controller is responsible for the printing work of the Central Government, the sale of Government publications and the supply of Stationery articles including typewriters and duplicating machines. There are Government of India Presses at New Delhi, Simla, Calcutta and Aligarh; and in Calcutta there are also a Central Stationery Office and a Central Forms Stores and in Delhi a Central Publication Branch. The main posts in the organisation are as follows:—

Class I	
Controller of Printing and Stationery	1,850—2,250 (Old) 1,600 (New)
Deputy Controller (Printing)	900—1,200 (Old) 900 (New)
Class II—	
Assistant Controller (Printing)	Rs. 600—800 (Old). Rs. 500—600 (New).
Inspector of Printing	Rs. 360—500
Inspector of Stationery	Rs. 250—450

The ministerial staff of the office of the Controller are on the same scale of pay as in Attached Offices. Besides the usual posts the office has among its lower grade staff, posts of type setter Rs. 50-70 (old); Rs. 45-65 (new) and Gestetner Attendants Rs. 30—60 (old); Rs. 30—55 (new). Other posts in the organisation are:—

Class I—	
Manager, Government of India Press, Calcutta and New Delhi	Rs. 1,250—1,500 ; 1,000—50—1,250. Rs. 900 (New).
Manager, Government of India Press, Simla	Rs. 850—1,250 : 800—40—1,000 (Old) Rs. 800 (Rev.).
Deputy Controller of Stationery	Rs. 1,000—1,250 (Old). Rs. 900 (Rev.).
Deputy Controller of Inspection	Rs. 900.

Class II.—

Manager of Publications	Rs. 750—1,000 (Old). / Rs. 600—800 (Rev.).
Manager Forms Press, Calcutta and Aligarh	Rs. 750—1,000 (Old). / Rs. 600—700 (New).
Asstt. Controller of Stationery	Rs. 550—700 (Old). / Rs. 500—600 (Rev.).
Asstt. Managers (Presses)	Rs. 250—550 (Old). / Rs. 360—500 (Rev.).
Asstt. Manager (C. P. Branch)	Rs. 300—400 (Old). / Rs. 300—375 (Rev.).
Overseers (Non-gazetted)	Rs. 250—550 (Old). / Rs. 225—300 (Rev.).
Stores Examiners (Central Stationery Office)	Rs. 400—600 (Old). / Rs. 300—600 (Rev.).
Progress Inspectors	Rs. 250—450.
Personnel Officer	Rs. 360—500.

For the subordinate ministerial, technical and industrial staff there is a considerable variation between one office and another as will be seen from the following statement:—

Categories of posts		Ranges of pay under Old and Revised rates at—				
		Calcutta	New Delhi	Simla	Aligarh	Delhi
Superintendents	Old	400—550	350—400	...	...	275—350
	New	250—450	300—350			
Head Assistants—						
Class I	Old	250—350				
	New	225—300				
Class II	Old	200—250	180—250	200—300	125—175	...
	New	225—270	175—250	175—250	125—150	...
Accountant	Old	250—350	...	200—300	100—140	C.P.B. 250—350
	New	225—300	175—250	175—350	100—125	225—300
Assistants	Old	80—200	80—140	120—200	80—100	80—200
	New	80—180	80—130	80—160	75—90	80—160
	Old	150—250				
	Old	200—250				
Storekeepers	Old	300—500	...	...	100—140	80—200
	New	150—200			100—125	80—160
	New	180—225				
	New	250—350				
Clerks	Old	45—140	60—105	35—90	50—80	45—140
	New	45—105	40—95	40—105	35—75	40—95
Junior Clerks		30—40		...	...	30—40
Chemical Asstts.		150—300		...	...	...
Stenographers		80—160	...	...	...	80—160
Labour Supervisor		40—60	...	...	...	...
	Old	200—250	80—130	...	70—100	...
	Old	80—200				
Cashier					75—90	
	New	180—225				
	New	80—180				

Categories of posts		Ranges of pay under Old and Revised rates at				
		Calcutta	New Delhi	Simla	Aligarh	Delhi
Industrial Staff.						
Head Readers and Readers. . .	Old	350—400	300—350	325—400	90—110	
	New	260—300	225—275	250—300	80—95	
	Old	300—350	200—250	245—325	65—85	
	New	230—250	100—200	120—220	60—75	
	Old	200—250	160—200	180—220	...	
	New	100—200	100—200	120—220		
	Old	160—200	110—150	125—165		
	New	100—220	100—200	120—220		
	Old	60—100	60—100	70—110		
	New	55—85	55—85	60—100		
Copy Holders . .	Old	40—60	40—50	40—60	30—40	
	New	...	35—45	35—55	28—38	
Section Holders . .	Old	125—175	100—150	125—175		
	New	100—150	85—125	100—150		
Assistant Section Holders	Old	70—98	40—70	55—85		
	New	60—84	...	50—75		
Mono Keyboard Operators and Lino Operators	Old	80—125	80—125	80—100		
	New	70—105	70—105	70—105		
Monocasters . .	Old	30—35	30—35	35—50		
	New	...	28—33	30—45		
Machine Jemadars .	Old	70—98	40—50	80—100	40—50	
	New	60—84		70—85	35—45	
Compositors (Salaried) .	Old	30—65	30—65	Grades ranging from 50—90	Grades ranging from 25—45	
Binders . . .	Piece Workers		Grades ranging from 25—50 and 25—45	Grades ranging from 30—45 (new)	Grades ranging from 15—35 (new)	
Mechanics . . .	Scales ranging from 30—40 and 40—55		80—100 70—85 45—50 35—40 32—37	125—150 100—125	60—75 (Old) 45—60 (New)	
Head Mechanics . .	Old	200—250	...	150—200	75—125	
	New	140—175	125—170	125—170	65—105	
Labourers . . .		18—19	14—16	17	15	
Warehousemen . .		20—30	18—24	18—25		

29. The Controller of Printing who replied to our questionnaire and gave oral evidence before us stated that for the five presses and the Stationery Office under his control there is at present a complete chaos in regard to salaries. So far as the higher posts in the Department are

concerned, the scales of pay were lowered on Indianisation and it was the Controller's opinion that no criteria seemed to have been adopted for the fixation of the scales of pay on Indianisation. As regards the subordinate services, he said that there was a multiplicity of grades for similar posts and there were local variations not explicable on the basis of higher costs of living in particular places. For instance, in the Press at Aligarh, the existing rates of pay were the lowest. This, he said, was not so much the result of a difference in the cost of living between Aligarh and other places where there were Government Presses. He attributed it to the fact that the rates at Aligarh were fixed when the Press was under the control of the Posts & Telegraphs Department and that the same rates were continuing.

30. As regards the higher posts, the Controller agreed that the general scales of Class I and Class II would suit his senior staff. As regards the workers, he was of the opinion that the rates claimed by them before us were too high; that with the exception of a few Presses, like the Times of India, the Baptist Mission Press, etc., which turned out high grade work at higher charges, few private enterprises till recently offered better terms in the matter of pay and other benefits than the Government Presses. There were not many people in the Presses who were kept on a daily rated system or treated as casual workers. Nor was there much work to be done on the piece-rate system. The workers complained that a large number of people were kept as temporary workers though they had been there for a long time continuously. It is not possible to say how far this is due to conditions created by the war. If, however, such a practice continues after such emergency conditions have ceased to exist, the general recommendation that we have made that it would not be fair to keep on a temporary basis any large number of people who have, in effect, been working continuously, as if they were permanent will apply. To encourage the more efficient worker, he agreed that in respect of certain categories it might be advantageous to try something like an efficiency bonus system giving extra remuneration (beyond the regular salary) in respect of better outturn according to rates fixed after appropriate tests. Even under the existing system, certain salaried workers had to produce a minimum outturn in default of which deductions would be made in their remuneration. The bonus system will not differ much in principle from the existing system but has this advantage over the piece-work system that the worker is assured of his permanent salary in any event so long as he did honest work. He was also of the opinion that a bonus system of the above kind could be worked without sweating the worker or even allowing him to put himself to an undue strain to earn extra emoluments. It seems to us that the system may, with proper safeguards, be tried for some time. Representatives of operators also agreed with this view*. We were informed that this system of extra payment for additional work was being tried in the case of Lino and other Operators.

31. We are not sure if it will be practicable to prescribe uniform scales of pay for all the Government Presses which are situated in such different places as Simla, Delhi, Aligarh and Calcutta. Theoretically, it may no doubt be said that the differences in cost of living between these various places may be provided for by local allowances; but considerations of market value have a greater bearing in the case of empolyees of this kind. The demand for Press workers must obviously be different in a place like

*Mr. Joshi is however not in favour of the bonus system.

Calcutta from what it is in Aligarh. In the case of industrial workers, so much depends upon the local conditions of the industry that it will not be practicable or right to attempt to prescribe all-India scales. Even in the matter of leave, the right course will be that such workers should be dealt with like other industrial workers.*

32. The clerical staff of the Presses and the Stationery Office claimed that there was no justification for treating them differently from the clerical staff in the Secretariat and the Attached Offices. They went so far as to say that the Assistants and Head Assistants in their Department should be assimilated to Assistants and Superintendents in the Secretariat. There may be justification for claiming that no such differentation should be made so far as routine clerks are concerned, but we are unable to agree that the work of the Assistants and Head Assistants in this Department can be treated as comparable to that of an Assistant or Superintendent in the Secretariat. This was also the view of the Controller and he also contradicted the assertion of his ministerial staff that a higher type of work, such as supervisory work was being extracted from routine clerks, thus depriving them of their legitimate dues. Neither the information in our possession nor the evidence of the Controller supports the assertion made on behalf of the ministerial staff that clerks in well-established concerns received higher salaries all round for doing the type of work that they were doing. The Controller was, however, of the opinion that in the case of the clerical establishment and lower paid industrial staff, the restoration even of the scales that existed before 1931 would not be adequate as basic pay on 160 index of cost of living.

33. The staff of these departments complained that Government have not treated them fairly in the matter of their provident fund. They stated that in 1920, a Provident Fund system was promised, but the rules relating to it were not published till 1930 and that when the rules were published it was found that the system was not similar to that given to railway employees because Government contributed only one-sixteenth to the Provident Fund of these people as against one-twelfth in the case of the Railway. We do not see how we can change what has so far happened. We have elsewhere recommended that in the case of industrial workers, a Provident Fund system analogous to that applicable to Railway employees will perhaps be better than a pension system. It will be for the Government to consider whether the advantage of the higher contribution can be given to existing employees in the Printing and Stationery Department. So far as future employees are concerned, it would perhaps be better to give them the option of accepting either the benefit of the Provident Fund or a Pension system because the workers who appeared before us stated that if an option were given to them today, they would prefer to go back to the pension system unless they were given the benefits of the Railway Provident Fund system. The ministerial staff made it a grievance that they could not rise beyond the place of Assistants whatever may be the length of their service. We do not see our way to help them in this respect because it does not seem to us practicable to convert the whole establishment of the different Government Presses into a single cadre so as to provide better opportunities for promotion. Nor does it seem to us justifiable to increase to any considerable extent the maximum of their scale of pay merely as compensation for the non-existence of avenues of promotion for them. Another way in which the same matter was pressed

*The views of Messrs. Vadilal and Joshi on this point are given in the Section relating to Labour.

was by a suggestion that the proportion of higher posts in the department to the lower grades should be such as to provide adequate opportunities for each employee to reach a maximum pay of Rs. 500 by the time of his retirement. Here again, a comparison was drawn between the proportion obtaining in the Secretariat between Assistants and routine clerks and the corresponding proportion in the Presses. It is impossible to suggest that there should be more Assistants than the work of the Department demands.

34. Some grievances were sought to be urged before us on behalf of the staff and workmen of the P.S.V.'s Press. The Controller stated that this press is not under his control, and the staff admitted that the management rested with the Assistant Private Secretary to His Excellency the Governor General. We doubt if our reference includes the employees of the P.S.V.'s Press. It must be left to the proper authorities to give effect in such manner as they deem fit to the recommendations that we make in respect of the Presses admittedly under the control of the Government. We cannot ignore the fact that there are certain special considerations applicable to the employees of the P.S.V.'s Press and some of the grievances urged seem to a certain extent to result from these special considerations.

35. In regard to gazetted posts we recommend that the post of Controller should be on the scale of Rs. 1,600—1,800. The Deputy Controllers and Managers of the Presses whose charges are at present deemed to be class I charges may be on the senior scale of Class I, *i.e.*, Rs. 600—1,150. Assistant Controllers and Manager, Forms Press may be on the Class II scale of Rs. 500—800 while posts of Store Examiners, Assistant Managers may be on the lower ranges of the Class II scale with a maximum of Rs. 650 and Inspectors on a similar scale with a maximum of Rs. 560. The Manager of Publications may be on the Class I scale with a salary of Rs. 700—920. Overseers may be on the range of Rs. 245—15—440—20—500. For the ministerial posts such as clerks, typists, stenographers, head clerks, head assistants and Superintendent our recommendations in regard to subordinate departmental offices may appropriately be applied. In accordance with our general recommendations that there should be a clean cut between the Secretariat proper and offices of departmental heads at headquarters of Government of India, we consider that the office establishment of the Controller should be dealt with not on a separate basis as attached office but on the same lines as for offices of heads of departments working directly under the Government of India.

36. In regard to the pay scales of industrial employees and subordinate technical posts, they have been the subject of enquiry by a special officer, Mr. Whitley, whose report pointing out the several anomalies in the pay and classification of posts has been brought to our notice. The report has drawn attention to the very large number of designations in various categories, simplifications of the supervisory categories into six main groups, *i.e.*, three grades in the Foreman Class and three grades in the Assistant Foremen Class. It has been suggested that the designations of other principal types of posts, namely, compositors, distributors, readers, copy holders, revisers, binders, should be retained but divided into different grades depending upon the responsibility attached to the posts in the different classes. On this basis the special officer has suggested, after careful examination, the lines on which remuneration for similar categories could be made equal, taking note of the difference in nature and conditions of work. It is not possible for us to examine and suggest specific scales for each post in the Presses. We consider that uniformity may be

established by classifying the existing posts including many of the Supervisory posts according to the nature of the work and responsibility and the scale required may be fitted into one or other of the following grades:—

Rs. 30—½—35	Rs. 60—5/2—75
Rs. 35—1—50	Rs. 75—3—105
Rs. 40—1—50—2—60	Rs. 125—6—185

As regards the highest grade of Foremen a scale of Rs. 150—10—280 seems appropriate. Readers though classified as amongst the industrial groups really pertain to the Class III (ministerial) group and they may be assigned into one or other of the following scales:—

Rs. 64—3—85—4—125
Rs. 120—8—200—10/2—220

Head Readers may be allowed Rs. 250—10—300—15/2—330. In any new classification we consider it essential that there should be uniformity in designation also so that employees may have the satisfaction of knowing that similar categories are similarly remunerated in the different presses.

O.—COMMONWEALTH RELATIONS DEPARTMENT

This Department started as a separate entity during the war period. The subjects dealt with by the Department include relations between India and the Dominions, Welfare and safeguarding of interests of Indians in the British Commonwealth, administration of the Indian Emigration Act and the Reciprocity Act 1943 and matters connected with the Haj. During the war period an additional function, namely, the maintenance of evacuees in India and the repatriation from India of evacuees to their homes and connected questions were added to the work of this Department. The main executive branch under the Department is that of the Controller General of Emigration—a post at present combined with that of the Joint Secretary in the Department. Under the Controller General are offices of Protectors of Emigrants at Madras, Mandapam, Tuticorin, Negapatam, Vizagapatam, Calcutta, Chittagong, Bombay and Karachi. Besides the usual Secretariat posts for which our general recommendations in that regard would apply, this Department has at its headquarters and in offices subordinate to it the following main types of posts:—

	Rs.
Haj Officer	1,150
Protector of Emigrants—	
At Madras	400—50/2—700+250 special pay.
At other places	Various rates fixed on an *ad hoc* basis *e.g.*, Calcutta—900 +pension; Mandapam—250 —50/2—400; Tuticorin—175—15/2—220—Bombay and Karachi—part-time appointments of other officers serving at these stations.

The subordinate staff in the various emigration offices are on different scales, which appear to bear some sort of relation to local Government scales and have no uniformity. Besides the above establishments in India, the offices of the High Commissioners for India in South Africa and Australia and Agents to the Government of India in Ceylon, Burma and Malaya are in charge of this Department. Our observations in regard to the office of the High Commissioner for India in the U. K. *vide* section J of the Report dealing with Commerce Department, will apply with equal force to the establishments of the Commonwealth Relations Department serving overseas.

2. In regard to the staff in India, we recommend that the post of Haj Officer may be on a level with the Secretariat post of Assistant Secretary or Under Secretary as the case may be. We make no specific recommendation regarding the post of Principal Refugee Officer as this is a temporary post for which the necessity is bound to disappear soon. As far as the establishments under Protectors of Emigrants are concerned, we consider that it would be desirable that there should be greater uniformity than exists at present. The present diversity of terms is presumably due to the recruitment on *ad hoc* basis of members of Provincial Services. Posts of Protectors of Emigrants at different ports may be distinguished according to the size, importance and responsibility of the charge. It is not possible for us to indicate which should be Class I charges and which Class II charges; but *prima facie* the posts at Madras and Calcutta may be considered suitable for inclusion as Class I Junior Scale charges (Rs. 350—850). Other charges, if they are Class II may be placed between Rs. 275—500. So long as the work can be done on a part-time basis, as at present in certain ports, we recommend that in the interests of economy, this arrangement may continue and the Central Government officers entrusted with this duty may be allowed a suitable special pay. In regard to the subordinate staff under the Protectors, including categories at present designated 'inferior', we recommend that our recommendations in regard to subordinate departmental offices should apply.

P.—EXTERNAL AFFAIRS DEPARTMENT

Among the subjects dealt with by this Department are external politics, that is, relations with foreign countries, consular appointments, pass ports, extradition, etc., and United Nations organisation, and Foreign settlements in India. In particular special emphasis has been laid on relations with limitrophe countries like Tibet, Bhutan, Nepal, Sikkim and Gilgit and countries on the Persian Gulf. The control of tribal areas of Baluchistan, North West Frontier and Dera Ghazi Khan District and Gilgit is exercised by this department. The Governments of the North West Frontier Province and Assam exercise some of the functions in respect of tribal areas on behalf of the Government of India.

2. The Secretariat of the External Affairs Department includes the usual Secretariat posts and our general recommendations in regard to Secretariat offices will, therefore, apply to them as well. A special branch deals with the receipt and transmission of all secret and cypher messages. Our recommendations in regard to the ministerial staff of the Secretariat proper could reasonably apply to this Branch also in spite of the difference in the nature of the work done by noting assistants and personnel dealing with cypher work.

3. The trade and diplomatic posts in charge of this department such as Political and Consular officers, Trade Agents, etc., and the more important administrative posts in the Centrally Administered Areas of British Baluchistan and N. W. F. P. are borne on the cadre of the Indian Political Service. The two chief legations under the control of this Department, namely, those in U. S. A. and China are also at present staffed by personnel of the Indian Political Service. With the exchange of embassies with other foreign countries, the number and size of the agencies for conducting diplomatic relations may increase to a great extent in the future. As far as the Indian Foreign Service is concerned, the general recommendations which we have made in para. 64 of Part II of the Report will apply regard-

ing the scales of pay of posts which will be brought on to its cadre. As emphasised there, the scales of pay proposed are only the basic scales for service men and we have proceeded on the assumption that for the extra expenditure involved on overseas duty, members of the Foreign Service will be compensated by the grant of appropriate allowances towards housing, cost of living, and expenditure which is required to be incurred in connection with the discharge of their duties. In view of the diversity of conditions prevailing in different countries, it would not be possible for us to make any specific suggestions as regards the amount of these allowances. In fixing them, Government will no doubt take into consideration not only the cost of living in the areas where India's accredited representatives will be functioning, but also the scales of expenditure sanctioned for representatives of other important States in these countries. As regards the ministerial staff of these offices located outside India, we have elsewhere observed on the lack of uniformity in regard to the scales of pay and allowances and recruitment or deputation of personnel. As in the case of the Indian Foreign Service, it would be a step in the right direction to attain greater uniformity in respect of the terms allowed to the staff of the offices of Indian representatives abroad. For reasons we have explained in dealing with the staff under the High Commissioner for India in the U.K., we refrain from making any specific suggestions regarding scales of pay for staff of these offices since the matter will hinge on the question of policy as to the extent to which subordinate and lower grade staff should be recruited locally in foreign countries or be sent out of India on suitable deputation terms and if the latter course is followed, whether there should be a common cadre for such class of subordinate posts. In the following paragraphs we propose to deal only with certain of the Legations to limitrophe countries where deputation of Indian personnel is the general practice. The case of the administration of British Baluchistan will be dealt with in a separate chapter dealing with other Chief Commissioners' provinces.

4. Among the gazetted posts (which are not borne on the cadre of the Political Service) which are attached to various Political Agencies are:—

(a) *The Sikkim & Bhutan Agency.*—Assistant Political Officer, Extra Assistant Political Officer.

(b) *The Trade Agency, Gartok.*—Trade Agent.

(c) *The Gilgit Agency.*—Indian Assistant.

(d) *The British Legation at Nepal.*—First Secrtary, Archivist and Treasury Officer.

Most of these posts are listed in the Class II Service but carry rates of pay ranging from Rs. 200—450. If in the future, Government desire that they should continue as a Class II service on the basis that as at present these posts will be avenues of promotion from the subordinate services, it would be reasonable even if uniform rates of pay were fixed to limit the maximum to Rs. 500 or 590 as the case may be in the Class II scale, according to the nature of the duties and responsibilities.

5. A number of ministerial posts with varying scales are also borne on the cadre of Agency Offices such as the Sikkim and the Bhutan Agency, the British Trade Agency, Yatung, Gyantse Agency, the British Trade Agency, Gartok; the Gilgit Agency, the British Legation, Nepal and the consulates at Pondicherry and Marmagoa. For the purely ministerial and lower posts

in these offices, it would be reasonable to apply our general recommendations in the case of subordinate departmental offices. Special conditions of service in some of these places may require the grant of local compensatory allowances unless the policy is to recruit personnel for service in these agencies from adjoining areas only.

6. Besides the ministerial posts, there are in the subordinate services a number of technical posts such as those of—

	Rs.
Sub-Assistant Surgeon, Gyantse Agency	90—275
Compounders, Gyantse Agency	60
Sub-Assistant Surgeon, Gilgit Agency	350
Tahsildar, Gilgit Agency	200—10—300
Naib Tahsildar, Gilgit Agency	80—150
Headmaster, Gilgit Agency	120—160
Teachers, Gilgit Agency	Various scales ranging from 20—1½—35 to 70—3—100.
Forest Ranger, Gilgit Agency	80—100
Sub-Inspector Police, Gilgit Agency	75—100
Jailer, Gilgit Agency	75—100
Overseers, Gilgit Agency	80—135

There are also certain gazetted posts of Civil Surgeon (Rs. 500—900) and Resident Engineer (Rs. 250—750). For these technical posts whether gazetted or non-gazetted a suitable guide may be found in the scales we have suggested for comparable posts in other Central departments.

Q.—LABOUR DEPARTMENT

The main subjects which are handled by the Labour Department are:—

> International Labour Organisations; International Labour Conventions; Labour relations and Welfare of Labour, Labour Legislation with particular reference to safety measures in Factories and Mines, Labour Statistics, Technical Training Schemes and Resettlement of Demobilised Personnel.

Besides the regular Secretariat posts; the Labour Department headquarters at present includes the heads of certain executive or advisory branches like the Chief Advisor of Factories and Chief Labour Commissioner and the Director General of Resettlement.

2. As regards the Secretariat proper, our recommendations about different grades of Secretariat staff would apply here also. We would, in particular, invite a reference to our comments suggesting that there should be a clean cut between the Secretariat offices proper and Headquarters Executive offices and that ministerial staff in the latter offices should draw pay in accordance with our recommendations relating to the offices of heads of departments working directly under Government or other subordinate offices as the case may be.

3. *Chief Labour Commissioner's Organisation.*—This organisation includes the following non-ministerial posts:—

Category of post	Present scales	Commission's recommendations
	Rs.	Rs.
Class I—		
Chief Labour Commissioner	1800—50—2000	1,600—1,800
Regional Labour Commissioner.	1000—50—1400	800—1,150
Class II—		
Conciliation Officers	400—600	500—850 — (Class I Junior scale).
Class III—		
Labour Inspectors	180—340	180 (Prob.)—200—10—300—15—450

Consistent with the ceiling figures which we have prescribed for civil servants' salaries generally and in view of the fact that the above scales had been fixed during the war period, we have thought it proper to modify these salaries on the lines indicated above; the Chief Labour Commissioner being placed on the same level as the head of a smaller department and the Regional Labour Commissioner on the senior scale of Class I. In view of the nature of the duties to be discharged by Conciliation Officers, we feel that they should have sufficient status as well as considerable experience of Labour conditions. Direct recruitment of young men to the post may not be expedient. It would be preferable to promote experienced Labour Welfare Officers or Inspectors. At present the scales of pay for Labour Welfare Officers in each department varies. The Labour Welfare Officer has an important function to perform under rather difficult circumstances. His status cannot well be lower than that of a Class II Officer.*

4. *Office of the Chief Adviser, Factories.*—The main posts in this organisation are :—

Category of post	Present Scales.	Commission's recommendations.
	Rs.	Rs.
Class I—		
Chief Adviser of Factories	Not fixed, last incumbent being allowed Rs. 2,600.	1,600—1,800
Dy. Chief Adviser	1,300—50—1,700	1,000—1,400
Class II—		
Mechanical Assistants	250—10—400	250—10—300—15—450
Architectural Assistants	250—25—450	
Draftsmen	150—250	As in C. P. W. D.

These scales were also fixed during the period of the war and for the reasons which we have indicated in Part II, we consider that they require modification on the lines mentioned above.

* Mr. Joshi is even prepared to suggest that some of the Labour Officers who hold difficult charges should be given Class I grade and scale and that even those officers in Class II should run up to the maximum of Class II scale.

5. *The Coal Mines Welfare Fund* is administered by an organisation at whose head is the Coal Mines Welfare Commissioner. The post of Commissioner is borne on Central Service Class I and at present carries a pay of Rs. 2000 + 400 special allowances. While his pay is brone by the Central Government, the salaries of the staff under the Coal Mines Welfare Commissioner are paid from the Coal Mines Welfare Fund though their conditions are governed by Government Rules and Regulations. The other main posts are:—

Class I—

	Rs.
Chief Welfare Officer	750—1,000
Secretary	450—700

Class II—

Inspector of Labour Welfare	400—600

We recommend that the Commissioner may be placed on a scale of Rs. 1,300—1,600 or 1,600—1,800 according as Government may decide to treat the post as ranking with a junior administrative post or a post of a head of a department. As regards the other officers their posts may, without any material change in the classification or the range of pay, be fitted into the scales we have recommended for Class I and Class II posts. For ministerial and subordinate posts, our recommendations in regard to staff of subordinate departmental offices would furnish a suitable guide.

6. *The Office of the Director of Unskilled Labour (Coal).*—This office which still functions under the Labour Department is a vestige of the larger organisation which was built up during the war period to speed up recruitment of labour for the needs of the army as well as the augmentation of labour force for coal mines generally. We are not making any special comments in regard to the posts borne on the cadre of this organisation as presumably its duration is likely to be temporary.

7. *The Director General of Resettlement and Employment.*—This organisation is at present by far the largest under the Labour Department. The Directorate General was established when it became necessary towards the end of 1945 for the Government to assume responsibility for the resettlement and employment in civil life of demobilised personnel and discharged workers. The Labour Department was placed in adminitrative charge of the scheme for setting up a co-ordinated resettlement and employment organisation. A 5-year scheme was prepared though the staff for the various organisations under the scheme was sanctioned on a 3-year basis. The scheme includes a Resettlement Advisory Service whose duties are to contact demobilised personnel at release centres and explain to them the procedure to be adopted for contacting the appropriate employment bureau or employment exchanges or training centres where vocational or technical training facilities will be provided. There are trade testing bodies whose function it is to test demobilised technicians with a view to determining their skill and suitability for various technical appointments or further training. One of the schemes included in the plan is the training of *ex*-Service personnel for whom it was proposed to provide 30,000 seats in over 100 training centres, utilising as far as possible the machinery set up during war time. Special machinery was also set up for vocational training of demobilised service

personnel including *ex*-service women and for the rehabilitation of disabled service personnel. An organisation of resettlement employment exchanges with branch exchanges and sub-exchanges is also administered by the D.G's organisation. The main categories of staff are as below:—

Headquarters staff

	Rs.
Class I—	
Director General	3,000
Deputy Secretary, Under Secretary, Assistant Secretary.	Usual scales for Secretariat offices.
Regional Director	ICS grade pay + 300 or 1750—2000 (non-ICS).
Deputy Director	Grade Pay + 200 or 1,000/ 1,250.
Class II—	
Assistant Director	600—800
Superintendents	On Secretariat or Attached Office scales.
Class III and *Class IV* Services	Do.

Training Branch

Class I—	
Director	2,000—2,400
Senior Deputy Director	1,500
Deputy Director	1,000—1,400
Regional Inspectors	760
Class II—	
Supply Officers	250—400
Specialist Instructors	750—900
Ministerial and Lower Staff	On various local scales.

Resettlement & Employment Services

Class I—	
Chief Resettlement Advice Officer	1,500
Dy. Chief Resettlement Advice Officer	1,100
Resettlement Advice Officers	650
Director of Employment Exchanges and Director of Publicity.	1,750—2,000
Deputy Director, Employment Exchanges	1,000—1,250
Manager, Central Employment Exchange	900—1,100
Manager, Regional Employment Exchanges	800—950
Director of Employment	2,000—2,400
Senior Dy. Director of Employment	1,500—1,750
Junior Dy. Director of Employment	1,000—1,250
Assistant Director of Employment	850—1,000
Assistant Director of Publicity	725—900
Deputy Statistical Officer	600—1,000
Managers, Sub-Regional Exchanges	600—750
Card Index Officers	500—750
Assistant Statistical Officer	350—750
Non-gazetted—	
Assistant Resettlement Advice Officers—I	250
II	200
III	150
Asstt. Managers, Sub-Regional Exchanges—	
I	300—450
II	200—300
Investigators	200—400
Technical Assistant	150—300

Publicity.

Class I—	
Regional Publicity Officers	600—700 450—600
Assistant Publicity Officers	200—300

	Rs.
Disabled Personnel Organisation	
Deputy Director of Training (Disabled)	1,000—1,250
Dy. Chief Rehabilitation Officer	750—850
Assistant Director, Training	600—800
Regional Inspectors of Training	*300—400*
Senior Rehabilitation Officer	*500—550*
Junior Rehabilitation Officer	*200—240*
Managers of Training Centres	*650—700*
Dy. Managers of Training Centres	*400—450*
Director of Vocational Training	*1,750—2,000*
Dy. Director of Vocational Training	1,000—1,250
Asstt. Director of Vocational Training	725—900
Regional Inspectors of Training	500—600
Vocational Trade Testing Officer	450—550
Foreman Instructors	200—300
Supervisory Instructors	135—195
Instructors	70—120

All the above scales of pay were fixed during the war period mainly on *ad hoc* considerations and on the basis that the greater part of the personnel would be recruited from among service men in the process of demobilisation. They accordingly bear no relation to the normal scales and much less to the post-1931 scales. We understand that the Central Government have undertaken the responsibility for maintaining this organisation only for a maximum period of 5 years, after which it is open to the provincial governments to take them up, particularly the Employment Exchanges, as going concerns. In this view we refrain from making any recommendation about permanent scales of pay for these posts. Any future recruitment for them even on a temporary basis will we expect be not on the present abnormal terms but on scales approximating to those we have recommended for posts of similar responsibility in other departments.

In regard to ministerial and lower grade staff, our general recommendations in the case of non-secretariat departmental and subordinate offices should apply.

R.—LEGISLATIVE DEPARTMENT

The Legislative Department deals with the following subjects:—

Advice to Departments on legal matters including interpretation of laws, scrutiny of Statutory Rules and Orders, legal proceedings and conveyancing. Drafting of Central Legislation and Conduct of business in the Indian Legislature. It also controls the Secretariat of the Council of State. In its charge are the Advocate General of India and other Law Officers, the Federal Court and all special Tribunals like the Income-tax Appellate Tribunal, the War Pensions Appellate Tribunal and the special tribunals set up under the Criminal Law Amendment Ordinance 1943.

In regard to the Secretariat Staff proper including higher officers, ministerial staff and categories now designated as 'inferior', our general recommendations can suitably be applied.

2. There are however a number of specialist posts—

	Rs.
Class I—	
Solicitor to the Government of India	3000
2nd Solicitor	1,000—1,600
Assistant Solicitor	750—950
Class II—	
Junior Legal Officer	500—600

Superintendents and Assistants in the Solicitor's Branch are at present on the same scale as Secretariat Superintendents and Assistants. Recruitment to the posts of Solicitors is made sometimes by selection from experienced Solicitors in active practice and sometimes from persons belonging to the judicial service. In the former case it may be worth considering whether the arrangement should not be on a contract basis as it would be difficult to equate the posts with those in the regular administrative services. If we are to make any recommendation at all, it can only be for scales of Rs. 2,000 for the Solicitor, Rs. 1,000—1,400 for the Second Solicitor and Rs. 800—1,000 in the senior scale of the Class I Service for the Assistant Solicitor. These scales will be consistent with the recommendations we have made regarding the ceilings of Civil Servants salaries and with the practice in the U. K. where the pay of Law Officers bears a fair relation to that of the administrative Civil Servant. There can be little difficulty in applying the above scales to the Solicitors if they are appointed from the Judicial Service. For junior legal officers the Class II scale of Rs. 500—710 would be suitable.

3. As regards Tribunals we do not propose to make any recommendations in respect of *ad hoc* ones like the special Tribunals under the Criminal Law Amendment Ordinance 1943, as they are constituted on a temporary basis for a specific purpose. Nor do we deal with the staff of the Federal Court whose conditions of service are left to be determined by the Chief Justice, the more so as we understand that their scales of pay were only recently revised. In regard to the Income-tax Appellate Tribunal, we were informed that the organisation is permanent though a number of its branches are still temporary. Of the posts on the cadre of the Tribunals, the following are the more important ones:—

	Rs.
Income-tax Tribunal	
Class I—	
President	3,000
Members	2,500
Registrar	1,000—1,500
Assistant Registrar	500—750

We believe that the appointments of President and Members are on a tenure basis and they are taken from the legal or judicial lines and from practising accountants. We therefore doubt if we are expected to make any recommendations about their emoluments. If we are to make any, we would equate the Members with Commissioner of Income-tax and fix a scale of Rs. 1,800—2,000 for them. On this basis a fixed pay of Rs. 2,250 will be appropriate for the President of the Tribunal. This is the figure at which we are fixing the pay of certain posts (like Joint Secretary) now carrying a

pay of Rs. 3,000. The posts of Registrar and Assistant Registrar wherefor knowledge of both legal and income-tax practice is required, may carry the scales of pay we have suggested for comparable staff in the Income-tax Department. The Registrar will have Rs. 1,000—50—1,400 (like the Assistant Commissioner). The Assistant Registrar will be in the Junior Scale of Class I.

In regard to the ministerial and lower grade staff of the Tribunals our recommendations in the case of offices of Heads of Departments functioning directly under the Government of India will apply. The Registrar of the Tribunal has conveyed to the Commission the suggestion of the President that the pay of the Stenographers to the Members of the Tribunal should be raised. According to our present recommendations the Stenographers attached to the Members and President of the Tribunal will be on a scale of Rs. 160—330, provided the same qualifications as those prescribed for the Secretariat are observed. We make no differentiation between the Stenographer attached to the President and those attached to the Members of the Tribunal as we are not in favour of a system of special allowances.

S.—MISCELLANEOUS SECRETARIAT DEPARTMENTS

There is no need for us to deal at great length with those Departments which have no offices other than their own Secretariat Offices *e.g.* the Cabinet Secretariat, the Secretariat of the Governor General (Reforms), the Secretariat of the Governor General (Public) and the Secretariat of the Governor General (Personal). What we have proposed for various grades of Secretariat Offices in general will apply to the staff of these Secretariats as well. The Establishment Officer to the Government of India and his office are in the Cabinet Secretariat while the Secretariat of the Governor General (Public) deals with another authority, that is, the Federal Public Service Commission. The pay and conditions of service of Members of the Federal Public Service Commission are governed by rules framed under the Statute. The Office of the P.S.C. is, however, at present treated as an Attached Office for purposes of regulating the pay scales of its staff. In reply to the questionnaire, the F.P.S.C. have emphasised that the standards of remuneration should be fixed with reference to the standards of living considered desirable and appropriate for persons in various grades; and while it may be necessary on the ground of scarcity value to offer unusually high salaries for certain specialist appointments, the converse should not apply *i.e.*, there should be no justification for Government paying less than a fair living wage for a particular grade of Government servant merely because the supply of men for that grade exceeds the demand. We have kept this point of view before us in dealing with the standards of remuneration. Another point which the Commission have emphasised is that the guiding principle when formulating new scales should be equal pay for similar duties and responsibilities regardless of sex and regardless of the office in which the duties are performed, abandoning the present distinctions between Secretariat, Attached and Subordinate Offices. Representatives of staff of the Commission who appeared before us also pleaded vehemently for removing the distinction which exists between the Secretariat and the Attached Office in the matter of scales of pay and asked for a freer interchange of personnel between Attached Offices and Secretariat so as to improve prospects of promotion. While we appreciate the feelings of staff of Attached Offices in the matter, we are unable to recommend that all staff of the

F.P.S.C.'s Office should be assimilated in the matter of scales of pay to the staff of the Secretariat Departments. Our remarks regarding the desirability of making a clean cut between the Secretariat and other Headquarters Offices will hold good in the case of the Office of the F.P.S.C. as well. Having regard to the nature of the duties performed, it may be found possible to determine to what extent this office should have any categories of staff belonging to the Secretariat scales.

2. Section 305 of the Government of India Act lays down that the salaries and allowances of persons appointed to the Governor General's Secretariat shall be determined by the Governor General in his discretion. While this is the constitutional position, by convention the practice has always been to apply to the staff working in the Secretariat of the Governor General the salaries and conditions of service which apply to corresponding personnel under the rule-making control of the Secretary of State or the Governor General-in-Council as the case may be. The Secretary to the Governor General (Personal) is also the Private Secretary to the Viceroy. The pay of the Deputy Private Secretary, Asstt. Private Secretary and the Asstt. Secretary and of the Secretariat staff in the P.S.V.'s Office is determined on the same basis as applied to similar staff in the Government of India Secretariat Offices. We consider it desirable that this position should continue and as and when our recommendations in regard to Secretariat staff in General are approved by Government, the extension of the same basis to the staff of the Governor General's Secretariat should also be considered.

3. One of the technical branches under the P.S.V. is a Press which contains the usual type of posts as in Government presses. Employees of this Press have represented to us that although initially their scales were fixed 25 per cent. more than the scales of pay allowed to the Government of India Press in Calcutta, in 1939 there has been an equalisation of term. They complained that it would be unjust if future promotions of persons who were in service before 1938 were to be modelled according to the Government of India Press scales because they were not treated as full fledged industrial workers in the sense that employees of Government of India Press were and their prospects of advancement were also more restricted. A further complaint made was that the employees were not allowed the same freedom in the matter of participating in Union activities as in other Presses. We consider that *prima facie* the terms which we have suggested for Government presses in general could appropriately be applied to the P.S.V.'s Press. In the absence of fuller information on the point, we are unable to say whether the work in this office is more onerous or responsible so as to justify additional remuneration. We can merely bring to the notice of the authorities the grievances that were expressed in this respect for such action as may be considered suitable.

4. The personal staff of the Viceroy also include the Military Secretary and Aides-de-Camp who are Defence Service personnel. The Military Secretary's Branch deals with the administration of the staff and household of the Governor General. The Civilian posts include—Assistant Secretary—Rs. 900—50—1,000; Superintendent—Rs. 500—20—600; Assistant to Comptroller Rs. 400—20—600; Treasurer, Assistants, etc. Rs. 170—500. Unlike the P.S.V.'s Branch, the civilian staff in this Branch do not appear to be on Secretariat scales of pay. If this is the correct position, we have no remarks to make.

T.—LEGISLATIVE ASSEMBLY DEPARTMENT

The Legislative Assembly Department deals with all business connected with the duties imposed on the Secretary of the Legislative Assembly by the rules and standing orders for the conduct of business in the Assembly, questions connected with accommodation and travelling and daily allowances of Members, the administration of the staff of the department (including inferior and Watch and Ward staff) and the library of the Legislature. The Secretary of the Department works under the direct administrative control of the President of the Legislative Assembly. The conditions of service of the staff are in theory subject only to the rule-making control of the legislature; but by convention the scales of pay applicable to corresponding staff under the rule-making control of the Governor General in Council have been applied to the staff of the Assembly Department.

2. In reply to our questionnaire, while suggesting the application of the old scales of pay for all staff and certain increases in the scales of pay for reporters, stenographers and inferior servants generally, the Department have also suggested an increase in the scales of pay of the Secretary and the Deputy Secretary of the Department. The scales of pay for these posts had been fixed with a view to direct recruitment of suitable members from the Bar, but the claim as now made seems to place these two posts on a level with similar posts in the Government of India Secretariat. We have been referred to the view recorded by the then President of the Legislative Assembly, Sir Abdur Rahim, in a note dated 9th April 1936 to the following effect:—"The duties of Secretary are getting more and more onerous every day. They are certainly far more onerous today than in 1928 when the scales were fixed and I think it is less easy now to justify the great difference in the pay of the Secretary of the Department as compared with that of Secretaries of other Departments especially the Legislative Department." It is not for us to canvass this opinion. The present scale of pay of the Secretary is Rs. 2,500—75—3,250, as against Rs. 4,000 for the Secretaries of the Government of India Departments. Having due regard to the views which we have expressed in regard to the ceiling for higher salaries generally, we cannot at this stage recommend an upgrading to this high level merely for the sake of uniformity. For the future, however, if the Government of India are prepared to accept the recommendation of the late President of the Assembly we see no reason why our recommendation as regards Secretaries in other departments should not apply to the Secretary of the Legislative Assembly Department also. The present scale of the Deputy Secretary is Rs. 1,300—1,700 (Revised) but the Department have recommended reversion to the old scale of Rs. 1,500—2,000 with a further special pay of Rs. 400. As there is no reason to differentiate the post from that of other Deputy Secretaries we recommend that the scale of Rs. 1,300—60—1,800 which we have proposed for Deputy Secretaries in other departments would be appropriate.

3. For the ministerial and inferior staff of the Assembly Department our general recommendations with regard to corresponding staff in the Secretariat would be suitable. In the case of Council Reporters as against the restoration of the old scale of Rs. 450—25—750 we recommend a scale of Rs. 450—25—500—30—710. We would invite attention to the suggestion we have made earlier to the effect that it would provide a

proper incentive to the stenographers at Government headquarters if they are also given a chance when the selection of reporters is made. The Department have asked for a scale of Rs. 150—10—350 for Translators. Consistent with the recommendation we have made elsewhere for Translators in the I. & B. Department, we consider the scale of Rs. 160—10—330 would be appropriate. As regards the Watch and Ward Assistants the Department have proposed a scale of Rs. 100—10—250 for the junior Assistants and Rs. 120—10—300 for the senior Assistants against the existing scale of Rs. 60—150 and Rs. 80—200 respectively. We consider a grade of Rs. 80—5—120—8—200 adequate for the junior Assistants, while the posts of senior Assistants may be on a selection grade of Rs. 120—10—250.

U.—POLITICAL DEPARTMENT

The Political Department which functions under the Governor General in his capacity as Crown Representative deals with all business connected with the exercise of the functions of the crown in its relations with Indian States. At the head is the Political Adviser to the Crown Representative and next below him is the Political Secretary. The Secretariat contains the usual type of posts in common with other Secretariats. Relations with Indian States are maintained on behalf of the Crown Representative through an organisation of Residents or Political Agents—there being a grouping of the smaller States for the functioning of certain political agencies. The Office of the Crown Representative has been constituted under Letters Patent and in accordance with the powers vested in him the Crown Representative has directed that rules made from time to time by the Secretary of State or the Governor General in Council (and all orders of the nature of interpretation of such rules) as the case may be shall be applied *mutatis mutandis* in relation to persons wholly or mainly employed in connection with the exercise of the functions of the Crown in its relations with Indian States. In view of the fact that special provision has been made under Section 145 of the Government of India Act (1935) for meeting the expenses of the Crown in connection with Indian States, the staff serving under the Crown Representative are not directly under the rule-making control of the Governor General-in-Council and as such their conditions of service do not fall directly within the terms of our reference. Nevertheless in view of the convention mentioned above, it is not unlikely that our recommendations, in so far as they apply to staff under the rule-making control of the Governor General in Council, might also be extended to the case of the staff under the rule-making control of the Crown Representative. It is for this reason that we have, though not at great length, dealt with the appointments in the Political Department.

2. As far as the Secretariat of the Political Department is concerned, as already stated, it contains the usual type of posts and if the present practice of treating this Secretariat on a par with other Government of India Secretariats continued, our recommendations in this behalf for the Government of India Secretaries might be found appropriate for all grades of posts in the case of the Political Department Secretariat also.

3. All the superior posts on the cadre of the Political Department are at present manned by members of the Indian Political Service which functions both for the Political Department as well as for the External Affairs Department. It is not possible for us to foresee to what extent a

common cadre may continue in the future or if there will be a political cadre at all for filling posts dealing with relations with Indian States. All that we can say at this stage is that for any Indianised cadre, the general recommendations which we have made, in para. 64 of the Report, Pt. II, in the case of the Indian Foreign Service or para. 62 *ibid* in the case of the All India Administrative Service are likely to form a satisfactory guide.

4. Besides the superior posts on the cadre of the Political Service, there are in the various residencies and Political Agencies a number of other gazetted posts as well as technical posts since certain local areas are administered by Residents or Political Agents. The following statement gives some indication of the variety of these posts:—

Mysore Residency—

	Rs.
Extra Assistant to the Resident	500—25—600 (Cl. II).
1st Class Magistrate	250—700
Excise Superintendent	375
Veterinary Superintendent	125 to 300 (old) 110 to 250 (new).
Dy. Controller of Civil Supplies	*ad hoc* scale of 1211.
House Surgeon, Bowring Hospl.	175 to 400
Surgeons, Pathologists etc.	175 to 400 150 to 300
Dy. Commissioner of Police	400 to 500
Asstt. Commissioner of Police	375 to 400
Inspector of Police	200 to 325
Chief Fire Officer	200 to 325
Inspector of Schools	800 to 1,000
District Munsiff	250 to 500
Treasury & Income-tax Officer and Financial Adviser	500 to 850

Central India Agency—

Judicial Officer, Mhow	800 to 1000 (old) 600 to 800 (new)
Judicial Officer, Neemuch	600—700 (old) 280—500 (new) + 75 S. P.
Asstt. to the Political Agent	450—600 (old) 280—500 (new)

Baroda, Western India & Gujrat Agencies—

Assistant Secretary	300—600 (old) 280—600 (new).
Accounts & Finance Officer, Rajkot	300—600 (old). 280—600 (new).
Deputy Political Agent	300—600 (old). 280—600 (new).
Dy. Superintendent of Police	250—750 (old) Gr. I—475—600 Gr. II—250—450

Punjab State Agency —

Assistant Secretary	400—500
Registrar	350—400
Extra Assistant to the Resident in Kashmir	400—600
Assistant Secretary, Kolhapur Residency	400—500

Madras States Agency—	
Assistant to the Resident	600—800
Manager & Treasury Officer	300—350
Hyderabad Residency—	
Asstt. Secretary & Treasury Officer	800—1,000
Manipur Political Agency—	
Registrar	175—225
Military Adviser in Chief I. S. F.—	
Financial Advisory Officer	950—1,200
Superintendent	500—700
Ajmer-Merwara—	
Railway Magistrate	300—800 (old). 250—750 (new).

There is even greater variety of scales in regard to ministerial and subordinate Technical posts as will be found from the instances given below:—

	Rs.
Mysore Residency—	
Superintendent	300—400
Upper Division Clerk	100—200 (old). 100—175 (new
Lower Division Clerk	35 to 100 (old). 40—90 (new).
Jemadar	22 and 20.
Peons	16 and 15.
Sheristedar	150—200 (old). 125—175 (new)
Head Clerk	80—120 (old). 70—100 (new
Revenue Inspector and Clerks	35—65 (old). 30—55 (new).
Sub-Inspectors Excise	90, 80, 60.
Veterinary Assistants	60—120 (old). 75—150 (new).
Sub-Assistant Surgeon	75—200 (old). 65—170 (new).
Compounders	28—40
Nursing Superintendent	250—350
Nursing Sisters	120—180 (old). 140—180 (new).
Charge Nurses	70—100
Indian Nurses	31 and 23.
Sub-Inspector of Police	75—150 (old). 70—130 (new)
Head Constables	42, 38 and 35.
Police Constables	22—30
Deputy Inspector of Schools	75—150
Headmaster, Elementary Schools	35—65 (old). 30—50 (new).
Treasure Assistants	150—200 + 50 S. P.
Head Accountant	80—100 (old). 75—85 (new).
Manager, Residency Press	175—225 (old). 150—195 (new).
Foreman	75—100 (old). 65—85 (new).
Compositors	Various grades from 15 to 35.

Mysore Residency—contd.

	Rs.
Central India Agency—	
Assistant Inspector of Schools	150—350
Excise Inspector	250—300 (old) 175—250 (new).
Sub-Inspector, Excise	100—120 (old) 50—90 (new).
Jail Superintendent and Medical Officer	500
Jailor	120—250 (old) 100—200 (new).
Assistant Jailer	40—95 (old) 35—80 (new).
Warders	20—25
Headmaster	30—35
Sub Assistant Surgeon	125—140 (old). 60—120 (new).
Superintendent, Opium Factory	150—300
Factory Chemist	40—120
Warehouse Clerk	35—55
Inspectors of Police	260—300
Sub-Inspectors of Police	Grades ranging from 70 to 150.
Head Constables	30—45 Including Railway Police & Malwa Bhil Corps.
Constables	22—27

This lack of uniformity in regard to scales of pay for similar categories of staff under the Crown Representative serving in different places is due partly to the circumstance that so far there has been very little uniformity in regard to scales of pay of ministerial and lower posts among departmental offices of Central Government generally and also to the fact that in many cases staff are borrowed from the service of other Governments and for that reason the scales of pay bear some sort of relation to the scales prevailing in adjoining provincial areas from which personnel are usually recruited. Our general observations regarding the proper classification of posts, the principles of salary determination and the desirability of having uniform scales for the same categories of posts carrying similar duties and responsibilities will apply to the staff of the Political Department as well. On that basis we would suggest that for the ministerial and lower posts, our recommendations in the case of subordinate departmental offices of the Central Government would appear to be appropriate. The only differentiation which we would make in regard to ministerial scales would be to suggest that in the case of offices of Residents of Political Agents working directly under the control of the Political Department, the special scales which we have suggested in this behalf in Pt. III of the Report may be applied.

In regard to the gazetted posts not borne on the cadre of the Political Service, suitable scales may be found within the range of the Class II scale while for subordinate technical posts such as those of Sub-Asstt. Surgeons, Nurses, Deputy Inspector of Schools, Headmasters, Teachers, Sub-Inspectors and Inspectors of Police, etc., a suitable guide may be found in the scales of pay recommended elsewhere in the report for posts of comparable description or responsibility.

W.—DEFENCE DEPARTMENT

By the amended terms of reference we have been required to deal also with the conditions of service of civilians paid from Defence Esti-

mates. In complying with this requisition, we must however, record at the outset that our examination of the terms and conditions of service of these categories of staff has, for obvious reasons, not been as thorough and complete as we would wish as in the case of other civil servants. For one thing in the case of these categories there has been no proper classification of posts under the Classification, Control and Appeal Rules since the Civil Service Classification, Control and Appeal Rules do not directly apply to them. For the same reason, rules and regulations that are framed in regard to civilian employees generally do not also apply to civilians paid from Defence Estimates unless they are so made applicable by specific Army Instructions. The absence of a proper classification has also been apparently responsible for a lack of homogeneity among this class of personnel in matters of recruitment, pay, emoluments, disciplinary control, etc.

2. The subjects dealt with by the Defence Department include control of the Army (including the Auxiliary and Territorial Forces and the I.M.S.), the Royal Indian Navy and the Royal Indian Air Force, Military Works, Acquisition and hiring of Lands on behalf of the Defence Services, Local self-government in Cantonment areas and Ecclesiastical affairs.

3. The Defence Department contains a Secretariat machinery which controls the three armed services. At its head is the Defence Member. The main branches of the Army General Headquarters are respectively under:—

(i) the Chief of the General Staff who is responsible for coordinating all questions of military policy;

(ii) the Adjutant General who is responsible for raising and maintaining military forces and reserves, for the distribution of units, and for framing regulations giving the conditions of service of defence personnel including pay and allowances, leave, promotions, discipline and welfare;

(iii) the Quartermaster General who is responsible for the provisioning of the defence services, the movement and transportation of troops and maintenance of military farms, canteens, and pioneer and labour units, etc.;

(iv) the Master General of Ordnance who is responsible for the design, production, provision, storage, maintenance and repairs, inspection and salvage of all Ordnance Stores and Army equipment. But the work of this branch has recently been distributed between the C.G.S. and Q.M.G.;

(v) the Engineer-in-Chief who is the head of the Military Engineering Services which execute works on behalf of the three Armed Services; and

(vi) the Director of Medical Services.

The R.I.A.F. and the R.I.N. have each its separate Headquarters. Each of the three fighting services has in turn its own lower formations in all of which a civilian element is interspersed with military personnel.

4. The Defence Department Secretariat contains the usual type of Secretariat posts but certain posts are filled by military personnel. Cases in point are posts of Entitlement Officer, Medical Adviser, O.S.D. Establishments, Director of Military Lands and Cantonments. In as much as it is essential to have uniformity among employees in all grades

in the Government of India Secretariat, our recommendation is that so far as civilian personnel employed in the Defence Department Secretariat are concerned, their conditions should be on a par with those of corresponding civilian employees in other Secretariat Departments. In regard to posts held by Commissioned Officers, we expect that such disparity as exists in the terms of remuneration will be greatly reduced and reasonable parity be established when the revision of the terms of pay of Indian Army personnel takes place.

5. Mr. Mason, Joint Secretary, Defence Department who replied to our questionnaire has stated:—

> "It is believed that economy would result in the end from the provision of a standard of remuneration at each level particularly in the lower grades which would provide reasonable standard of living, some certainty regarding home affairs and some prospect of advancement; the number of messengers for example could be reduced if the standard were raised, but a better type of men can only be found if conditions are improved. In general it is suggested that for all grades of Government servant there should be greater content if Government were to provide the minimum requirements together with a comparatively small pay from which there would not be large outgoings. In other words Government should provide more in kind and less in cash *e.g.*, every employee of the Central Government should be provided with accommodation according to his grade, and this should be rent free, the rent element in pay being removed. Provision should also be made for free medical, dental and opthalmic attention and the following at cheap subsidised rates:—
>
> Transport to and from office; education; means of recreation".

There is considerable force in these observations. While we agree that there should be ameliorative measures for low paid employees generally, we can see our way to recommend initially only certain concessions and these we have indicated in our recommendation in Part II. Unless Government are in a position to afford similar benefits for staff of all departments, it would be invidious to allow extra benefits to the staff of certain departments merely on the ground that facilities can more easily be provided in these cases. Another proposal we have received from the Defence Department relates to the continuance of the war-time proficiency allowance for stenographers. We have dealt with this point in the Section dealing with Secretariat and Headquarters offices.

6. G.H.Q. includes a number of Directorates besides the branches mentioned above. For purposes of unified control, all office staff of the G.H.Q. are under the administrative control of the Chief Administrative officer, Defence Department. The following are the principal categories of Civilian officers employed in G.H.Q.:—

Scientific Officers	Rs. 1,250—1,750
Administrative Officer	Rs. 1,000—1,250
Dy. Assistant Director	Rs. 1,050—1,250
Officers Supervisors (on various scales) . . .	Rs. 900—50—1,150
	Rs. 650—800
	Rs. 400—25—600

Civilian Gazetted Officers (on various scales)	Rs. 400—20—600 Rs. 700—25—850
Superintendents	Rs. 500—40—700
	Rs. 400—20—500
Assistants Upper	Rs. 350—25—450
Assistants Lower	Rs. 200—12—440
IInd Division	Rs. 90—250 with selection Gr. 250—300
III Division	Rs. 90—170
I.A.C.C. Upper Division	Rs. 120—300
I.A.C.C. Upper Division (Selection Grade)	Rs. 300—360
I.A.C.C. Lower Division	Rs. 60—144
Stenographers	Rs. 125—300
Lady Clerks—	
Grade 'A'	Rs. 300—400
Grade 'B'	Rs. 200—260
Grade 'C'	Rs. 100—150
Translators	Rs. 200—440 (old) Rs. 200—400 (Revised)

There are also civilian staff on different scales of pay engaged as photographers, draftsmen, estimators, etc. Inferior establishment such as Record Sorters, Daftries, Peons, etc., are at present on the same pay as in the Secretariat.

7. In an earlier section we have dealt with the scales of pay of Secretariat staff generally. The position of the G. H. Q. in relation to the Defence Department Secretariat is not the same as that of the establishment of the C. B. R. and D. G. P. & T. to the respective Secretariats. In our view to the extent that the work done in G. H. Q. is similar to that done in the Secretariat e.g., in the case of routine clerks and stenographers the rates of pay in the two offices could be similar but we see no justification for a wholesale assimilation of all existing categories such as superintendents, assistants and clerks in the G. H. Q. to the categories employed in the Secretariat Departments. Such a claim has been pressed before us by the D. H. Q. Association who asked for the upgrading of the post of Officers Supervisor to the level of Assistant Secretaries and of Superintendents to the level of Secretariat Superintendents, and by representatives of the I. A. C. C. who asked that posts held by them in G. H. Q. should be treated on a par with that of Secretariat Assistants. The Chief Administrative Officer whom we questioned on the point did not support the claim that I. A. C. C. men could all be absorbed as Assistants forthwith since a considerable proportion of them—more than 50 per cent. among them—were only doing routine work. Since also in the case of the G. H. Q., the amount and quality of noting work on cases involving policy matters would appear to be much less than in a Secretariat Department proper, we consider that the position of the G. H. Q. cannot be regarded as different from that of offices of heads of departments at headquarters directly working under the Government of India. On that basis the provision of a number of posts in the scale of 80—220 (as for graduate clerks) which will replace the IInd Division clerical grade should be adequate and it would be for the authority concerned to decide what number of Assistants posts, if any, on the scales recommended by us should be retained on the ground that there is the class of work to be done by noting assistants of the higher grade. We also consider that posts of Superintendents on scales of pay equal to those of the Secretariat should be allowed only in certain major branches where

the work is deemed to be equal in quality and importance to that done in the Secretariat. For the rest the scales for similar posts in offices of heads of departments working directly under the Government of India would be suitable. Other posts may according to responsibility be fitted into the range of Class I senior scale (Rs. 600—1,150) or Class II (Rs. 275—800) with initial pay higher than the minimum and the top pay lower than the maximum where necessary according to the nature of the post as the case may be. The latter scale should ordinarily suffice for Civilian Gazetted Officers and Officer Supervisors who may be treated on a line with administrative Officers. In regard to the grades of Lady Clerks we feel that whatever may have been the position during the war times it will tend to greater uniformity if in the future such posts are assimilated with the ordinary clerical grades. As explained in the section relating to race and sex our general conclusion is that there is no justification for differentiation in the emoluments of such posts on the basis of sex. One grade of clerks about whom we would make special mention are the Hollerith Machine Operators who made a representation before us that although they were matriculates and possessed the same minimum qualification as 3rd Division Clerks in G. H. Q., they were on a lower rate of pay and were merely allowed a meagre machine allowance of Rs. 5 to 15. It appears that in certain branches of G. H. Q. even Assistants and IInd Division clerks are employed on these machines. We recommend that all Hollerith Machine Operators be given the same pay as Clerks in which case the special pay will not be justified.

8. The Chief Administrative Officer, G. H. Q. whom we examined agreed that it was possible and desirable to separate the civilian personnel doing ministerial work with Army services into a distinct cadre and stated that a proposal was already under consideration for putting the establishment of the G. H. Q. (barring a few technical supervisory and administrative posts) on a civilian footing on the same basis as the Secretariat. The representatives of the three services whom we consulted merely wished to retain administrative control over the machinery. We commend the proposal.

9. *Lower Formations.*—While the bulk of the ministerial staff in lower formations (*i.e.*, Command Headquarters and Units) are Head Clerks, Clerks, Typists, Stenotypists, etc., there are also a number of non-clerical appointments held by civilians. In this category are storemen, storekeepers, language instructors, draftsmen, translators, overseers, telephone operators, victualling agents, civilian drivers, electricians, fitters, blacksmiths, painters, carpenters, motor mechanics, etc. on monthly rates besides a large body of employees like watercarriers, sweepers, etc. on nerrick rates of pay. We recommend that as far as possible the rates of pay for such staff in lower formations should correspond to the rates we have recommended for civilian staff doing similar work in civil departments of the Central Government *e.g.*, Railway, P. & T. and P. W. D.

10. A distinction was sought to be made on the ground that the majority of such civilians were amenable to discipline under the Army Act. In some cases they are also liable for service anywhere in India and in others even for service overseas or for field service. To a limited extent when on field service certain categories of staff have been allowed some benefits which are allowed to enrolled personnel. In the representations made before us, representatives of staff generally were apt to refer to the disabilities and hardships to which they were subjected on account of such incidents of service including the lack of a proper system of appeal as was provided under

the Classification, Control and Appeal Rules for civilian employees. On this ground the Civilian employees of the Department were disposed to pitch their claims very high and demanded some of the privileges allowed to enrolled personnel while claiming at the same time parity with civilian employees in the matter of scales of pay, leave etc.

11. Special mention must be made of the Educational staff employed in Army Schools such as the K, G. R. I. M. Colleges at Jhelum, Ajmer, Belgaum, Jullundur and Bangalore and Army Schools at Pachmarhi P. W. R. I. M. College, Dehra Dun and Lawrence R. I. M. School, Sanawar. The principal types of posts are:—

Principal, P.W.R.I.M. College	Rs. 550—1,750
Principal, Lawrence School	Rs. 750—1,000
Assistant Masters, P.W.R.I.M. College	Rs. 400—1,500
Senior Masters in the K.G.R.I.M.	Rs. 250—350
Indian Assistant Masters	Rs. 180—300

In regard to the teaching staff of these institutions belonging to different grades, we recommend that the scales of pay should correspond with what we have recommended in the Section dealing with the Education Department for similar categories of education staff. Ministerial and lower grade staff attached to these institutions including persons belonging to the artisan categories, may be on the scale we have recommended for such posts in the departmental offices.

12. *E.-in-C.'s Branch.*—The Engineering Branch of the Defence Services at whose head is the Engineer-in-Chief, contains a large number of posts in which civilians with engineering qualifications are employed. The main categories are:—

Civilian Engineers (UK recruited)		I.S.E. scales of pay.
Civilian Engineers (recruited in India)		Rs. 400—50/2—800
Asstt. Civilian Engineers	*Scale* (*a*)	Rs. 300—15—450
	(*b*)	Rs. 475—825 (old) and Rs. 400—850 (new)
Civilian Surveyors (UK recruited)		Rs. 450—900
Civilian Surveyors (others)	(*a*)	Rs. 300—50—450
	(*b*)	Rs. 475—825 (old) and Rs. 400—850 (new)
Surveyor Assistants—		
Grade I		Rs. 150—450 (old) Rs. 150—400 (new)
Grade II		Rs. 60—175
Sub-Divisional Officers		Rs. 150—450 (old) Rs. 150—400 (new)
Overseers		Rs. 60—175
Draftsmen		Different grades ranging from Rs. 50/100 to 150—300
Storekeepers, clerks, etc.		Various scales ranging from— Rs. 45/100 to Rs. 80/140

The Engineer-in-Chief who replied to our questionnaire and also gave evidence before us explained that the M. E. S. are a quasi-military organisation, where personnel subject to the Civil Service Rules were intended to

supplement the cadre of the Royal Engineers or the I. E. The personnel had a liability for overseas service as well as an 'all-India' service liability. During the war, the M. E. S. expanded considerably and the question of fixing the peace-time strength was stated to be under the consideration of Government. The Engineer-in-Chief explained that a considerable part of the establishment has to be kept on a temporary basis only in order to avoid excessive overhead expenditure, since the conditions of work in the M. E. S. are such that the work varies from year to year and from area to area. He mentioned that certain proposals had been made by him and were under the consideration of Government with a view to Indianising the service and placing a large number of posts on a permanent basis to be held by civilians. Equating the posts of Assistant Garrison Engineers, Engineers, Grade II and Grade I with posts of Assistant Engineers, Executive Engineers and Superintending Engineers in the C. P. W. D. respectively, Major General Hastead suggested that these posts could respectively carry the rates of Rs. 350—20—730; 1,300—1,750 and 1,500—1,900. For subordinates such as Overseers, Sub-Divisional Officers, Surveyor Assistants, etc. he suggested two grades—Rs. 200—400 and Rs. 150—250. In the end he agreed that it would be fair if the M. E. S. staff could on all matters be on a level with officers and staff of the C. P. W. D. provided that the former are allowed a disturbance allowance as well as additional compensatory allowances when required to go on field service. On that basis he was agreeable to enforcing the same minimum qualifications as for the staff of the C. P. W. D.

13. We recommend that the scales of pay for the staff in the M. E. S. should be the same as for comparable categories in the C. P. W. D. We do not feel that there is any justification for any special addition to pay for the mere liability to all-India service in as much as the proposed basic scales would be uniform throughout India. In so far as the Field Service liability is concerned, we consider that it would be sufficient if civilian personnel are during the period of field service, compensated suitably in the same manner as enrolled personnel are for the incidence of such service.

14. The following types of personnel also serve in the several directorates of the G. H. Q. such as the Movement Directorate, Transportation Directorate, the Remounts Directorate, the Welfare Directorate and the Resettlement Directorate:—

Officer Supervisors	Rs. 900—1,150 (old); Rs. 650—800 (new)
Civilian Gazetted Officers	Rs. 400—20—600
Clerks—	
1st Class	Rs. 130—150
2nd Class	Rs. 110—130
3rd Class	Rs. 50—110
Superintendents	Rs. 90—250
Supervisors	Rs. 60—175
Asstt. Stores Officers	Rs. 250—450
Veterinary Inspectors	Scales ranging from— Rs. 120/170 to Rs. 200/300.
Compounders	Rs. 20—40
Non-combatants Unenrolled personnel *e.g.* Drivers, Tailors, Bootmakers, Barbers, Dhobies, Cooks, Sweepers, Watercarriers, Labourers, etc.	Nerrick rates of pay.

We have already dealt with the pay scale of officer Supervisors and Civilian Gazetted Officers. In regard to the clerical posts (in which category may be included posts of Storekeepers where their duties are mainly of a clerical nature), our general recommendations regarding similar posts in Depart-

mental offices might be found suitable. For the posts of artisans or craftsmen possessing different degrees of skill it is not possible for us to specify any rates of pay but our observations in regard to such employees in the C. P. W. D. whose scales of pay in normal times are fixed on the basis of a schedule of rates would be relevant.

15. The Department of the Judge Advocate General and the Medical Directorate contain only ministerial posts in the grades open to civilians. Our general recommendations in this regard will therefore be applicable to such post whether in the Directorates or in lower formations. In regard to the posts of Civilian Assistant Stores Officers in the Medical Directorate on scale Rs. 340—500, we consider the Class II scale of Rs. 275—560 would be adequate.

16. The following posts exist in the Naval Headquarters:—

	Rs. 900—1,150
C.G.Os. or Officer Supervisors	Rs. 650—800
	Rs. 400—600
Civ. Asstt. Naval Stores Officers	Rs. 500—750 (old) Rs. 340—500 (new)
Dockyard Personnel Officer	Rs. 600—1,000
Dy. Dockyard Officer	Rs. 400—600
Medical Officer	Rs. 350—550
Superintendent	Rs. 400—500
Clerical Personnel	I.A.C.C. Rates
Dockyard Principal Foreman	Rs. 475—535
Senior Foreman	Rs. 400—475
Foreman	Rs. 300—390
Leadingmen	Rs. 170—290
Assistant Leadingmen	Rs. 105—130
Overseers	Rs. 50—70
Compounders	Rs. 50—90
Sisters	Rs. 100—130
Nursing Sisters	Rs. 150
Matrons	Rs. 200—300
Storehousemen	Rs. 200—300 (higher) Rs. 160—240 (lower)
Asstt. Storehousemen	Rs. 100—150 (higher) Rs. 80—120 (lower)
Inspector of R.I.N. Police	Rs. 300—400
Sub-Inspector	Rs. 125—200
Skilled Labour—Chargemen of Fitters, Fitters Coppersmiths, Electricians, Turners, Shipwrights, Welders, Toolsmith, Blacksmith, etc.	Rates varying from Rs. 1/2 to 5/12 per diem exclusive of dearness allowance.
Unskilled Labour—Coolies and Labourers.	Annas 0-14-0 to Rs. 1-2-0 per diem.

In the reply to our questionnaire the Naval Headquarters expressed themselves in favour of the prescription of uniform scales on an 'all India' basis for all similar categories of posts under the Central Government whether the cost is met from the Civil, Railway or Defence Estimates. For local variations, however, they suggested a grant of local compensatory allowances based on local conditions and expensiveness of the stations. They have made a suggestion, which we are inclined to support, namely, that liability

to serve in all parts of the country should ordinarily be limited to the higher grade appointments only. For categories where overseas service liability exists, they have recommended the grant of adequate remuneration in the form of overseas allowance. We understand that among the demands made to Government by the Dockyard Workers Union were:—

(i) minimum monthly basic wage of Rs. 55 and increase of dearness allowance to the scale recommended by the Bombay Textile Enquiry Committee;

(ii) grant of house allowance, Bombay Compensatory Allowance to daily rated workmen (who are temporary employees) on the same basis as for permanent staff;

(iii) grant of provident fund and gratuity benefits on the same scale as for Railway employees; and

(iv) grant of casual leave and holidays with pay on the same scale as for monthly rated workers for daily rated temporary workmen.

A representative of the Dockyard Workers' Union urged before us the need for standardisation of wages and occupations since (he complained) the present rates are fixed arbitrarily and not after an analysis of jobs and processes. In his evidence he referred to the Report of a Committee (presided over by Mr. G. R. Pradhan) which had enquired into some of the grievances of the Dockyard Workers. Neither the official nor the staff witnesses who came before us indicated the nature of the recommendations of this Committee and on the assumption that the matter is already engaging the attention of Government we can only refer to this matter here. We recommend that in the case of Gazetted Officers like C. G. Os. and Officer Supervisors, the scales may be fixed according to responsibility within the range of Class II. For Medical and Nursing staff a suitable guide may be found in our recommendations regarding Railway Hospitals. For the Workshop staff of both the Supervisory and the Workmen categories, our observations in regard to similar categories on the Railways would apply.

17. *Air Headquarters.*—The Civilian personnel (gazetted officers) in this Headquarters such as Administrative Officers, Officer Supervisors etc., are getting the same rates of pay as staff in G. H. Q. Ministerial staff such as Superintendents, Assistants, Clerks (including I. A. C. C. clerks and Lady Clerks) are also on the same scales as for G. H. Q. In lower formations, the main types of posts are:—

Unit Clerks—		
Lower Division	Rs. 50—150 (old) Rs. 45—100 (new)	
Upper Division	Rs. 100—250	Rs. 95—300 (new)
with Selection Grade	Rs. 250—300	
Storekeepers —		
Various grades	Rs. 100—125 Rs. 128—200 Rs. 208—280 Rs. 300—360	

Draftsmen—	
Grade I	Rs. 120—400
Grade II	Rs. 80—200
Grade III	Rs. 40—115
Tracers	Rs. 40—60

Representatives of a number of Associations of Civilian Clerks and Storekeepers of lower formations of the Army and Air Force gave oral evidence before us. One of the grievances sought to be made was that there were a large number of graduates recruited as Storekeepers and clerks who in spite of their qualifications did not draw the same scale of pay as Secretariat Assistants or remuneration in any way equal to those of enlisted personnel who were put on similar duties. Paucity of opportunity for advancement and promotion was another grievance. It was complained that the civilians were subject to all the military disabilities such as control under the Army Act and liability for service overseas but had none of the privileges available to enlisted persons, such as Field Allowance, Separation, Lodging and Children's allowances, rations etc. While pleading for assimilation of their conditions of service in all matters to those of civilian personnel, the staff representatives were unwilling to have their conditions of service regulated on the basis of other personnel in Civil employment such as in the Railway Department and insisted on attaining parity with the highest paid ministerial service, namely, that of the Imperial Secretariat. One of the grievances which in our view deserves sympathetic consideration is the complaint that unit clerks were worse off than their compeers in higher formations or at headquarters and that those in units located at Delhi did not get the house rent or conveyance allowance which other ministerial establishments draw at headquarters. In regard to the scales of pay, we cannot accept the claim for equalisation with the Secretariat staff and after examining departmental witnesses we are satisfied that the nature of the duties and responsibilities does not justify such equalisation. We consider that our recommendations in regard to ministerial staff of subordinate departmental offices should be appropriate in the case of ministerial staff of lower formations of G. H. Qs. as well as of Naval and Air Headquarters. In regard to posts of storekeepers to the extent that special technical qualifications are not required and their duties are mainly of a clerical nature, the posts may be borne on the same scale as for clerks. Where a degree of technical knowledge is required (as was stated to be the case in regard to storekeepers of the R. I. A. F.) a suitable guide may be found in the recommendations we have made in this regard about storekeepers in the Railways. In regard to the other grievances, we understand that there is a clear channel of promotion from grade to grade and while sympathising with the demand that there should be adequate opportunities of promotion for personnel from lower grades with necessary qualifications to the grade of C. G. Os., we are unable to recommend any reservation for departmental men on a percentage or exclusive basis.

18. In regard to the Civilian services under the M.G.O. there has been during the war period, some readjustment of administrative control. The Indian Ordnance Service and the Factories run by them were temporarily placed under the control of the Industries and Supplies Department while the Inspection Wing of the Indian Stores Department was transferred to the control of the War Department for the duration of the war and has only recently been transferred back to the Industries and Supplies Department. We have dealt with the Inspection Wing in the section relating to the I. & S. Department. In the Ordnance Branch the

following are the important posts for which the existing rates of pay and the rates recommended by the M.G.O. are given side by side:—

	Present Pay	Pay proposed by M. G. O. on recommendation of Wilmot Report
	Rs.	Rs.
Director General, Ordnance Factories	2,350	3,000—3,250
Deputy Director General and Controller of Chemical Research Establishment.	1,500—2,000	2,250—2,500
Assistant Directors and Superintendents.	1,350—1,750 (NA) 1,100—1,450 (A)	1.350—1,850 Gr. I 1,350—1,550 Gr. II
Chief Inspector of Stores and Clothing.	2,205—(full Col.)	
Inspector of Armaments	1,350—1,750	
Director of Ordnance Laboratories, Chief Inspector of Explosives, etc.	1,250—1,750	
Deputy Inspectors of Stores	1,500	
Assistant Inspectors	Various scales ranging from Rs. 350/700 to 600/1,050.	
Works Managers	850—1,250(NA) 650—1,000 (A).	850—1,350
Senior Scientific Officers	740—950	
Assistant Works Managers, Section Officers (Stores)	600—800	600—800 850—1,000
Civilian Ordnance Officers Administrative Officers Indian Electrical and Mechanical Engineers.	400—20—600	
Junior Scientific Officers	300—700	
Ordnance Officers (Civ. Stores)	340—500	
Principal Foreman	600—700(NA) 475—535(A)	650—750
Foreman	500—650(NA) 400—500(A)	550—700
Assistant Foreman	375—490(NA) 300—390 (A)	425—540
Technical Assistants	375—650	
Chargeman	200—350(NA) 170—290(A)	250—400
Head Clerks Upper Division Clerks Lower Division Clerks	Various scales	300—400 150—300 60—150
Section Clerk	37—54	
Civilian Workshop Supervisors	180—240 (enrolled personnel).	
Civilian Technical Supervisors—		
Gr. "A"	280—500	
Gr. "B"	180—240	
Civilian Supervisor (Technical Storekeeper).	180—240	
Civilian Supervisor (Technical)	150—200	
Senior Scientific Assistants	250—400	
Junior Scientific Assistants	150—300	
Chemists—5 grades ranging from	52—150 to 350—450	
Laboratory Assistants 3 grades ranging from	40—100 to 155—200	
Draftsmen—grades ranging from	75—100 to 325—400	
Traders—grades ranging from	40—60 to 85—100	

Mechanics, Electricians, Artificer, Instructors, etc.	On various grades ranging from Rs. 40—150.
Daily rated employees—Labourers	Nerrick rates.
Workmen on daily rates	Up to Rs. 5 per diem.
Civilian Storekeepers	375—450, 300—360 260—360
Civilian Assistant Storekeepers	100—125 160—250
Storemen	50—120 45—105

(*N.B.*—NA = Non-Asiatics.
A=Asiatics.)

Lieut.-General Sir Kenneth Loch, Master General of Ordnance in India replied to our questionnaire and gave evidence before us. He agreed that in regard to basic scales of pay for comparable posts in the categories of Foremen, Chargemen, etc., it would be fair to equate the Ordnance Factory scales with those in the Railway Workshops, except in the case of certain highly specialised branches dealing with armaments where outside recruitment may have to be made in order to attract the right type of employee. The Wilmot Committee also have proceeded on the basis that most of the grades in the Ordnance Factories may be equated with corresponding grades in the Railway services. In the course of his evidence the Master General of Ordnance also agreed that the salary scales recommended in the Wilmot report were in some cases high and would not fit in with the general salary levels which the Commission contemplate laying down as a common basis for all Government servants. The Director General, Industries & Supplies was also of the opinion that the scales proposed by the Wilmot Committee for the top posts in the Ordnance Factories were high. We questioned them in particular regarding the complaint made by staff representatives who gave evidence before us that the remuneration of scientists employed in the Ordnance Laboratories was inadequate. They sounded a note of caution since the word scientist had often been used loosely to connote different grades of employees. The M.G.O. also stated that with the help of the Chairman, C.S.I.R., an attempt had been made to rationalise the scales of pay for the staff doing really scientific work in Laboratories and in regard to such staff parity existed with similar staff in the Alipore Test House. He also told us that the demand made by certain employees for a common cadre for subordinate supervisory personnel, Foremen, Assistant Foremen, Chargemen, etc. would be impracticable and not be conducive to efficiency since different Factories specialised in different lines of production and personnel if freely interchanged might prove misfits. Among the points strongly emphasised by him were the discontinuance of the present system of Extra Temporary staff, as well as the abolition of the daily rated system and its replacement by a monthly rated system for all workers. It was his view that in the case of the Ordnance Factories the piece-work system must still continue, since a substantial amount of the work to be done at these Factories could be executed more efficiently only on a group piece-work system.

19. From the Ordnance Department, representatives of associations covering a number of categories such as C.G.Os., Foremen, Asstt: Foremen, and Supervisory and ministerial staff sent in representations and furnished replies to our questionnaire besides giving evidence before us.

The complaint of the clerical associations was in the main regarding the temporary nature of their service and was directed towards the abolition of the category now called Extra Temporary which were regularly discharged every year on 31st March and re-employed on 1st April. Besides the absence of security of tenure, it was stated that temporary staff drew lower scales of pay and had leave term less favourable than those available to permanent employees. Though temporary staff were allowed the benefit of contributing to the I.O.F.W.P. Fund it was stated that there were certain establishments to which this benefit was not extended. A further complaint was that ministerial staff were not entitled to a number of allowances such as education allowance, free medical treatment, electricity allowance, house-rent allowance etc. which certain main categories of permanent technical staff in Factories at present received. Other complaints were that clerical scales are not uniform in all Factories and overtime was allowed in some places and not in others. As in other cases, the employees desired the clerical scales to be brought to the level of the scales now in force in the Government of India offices at headquarters. Representatives of the Ordnance Factory workers stated as a main grievance that daily rated men entering service remained till retirement on a daily rated basis with very little scope for increase. Minimum wages demanded for unskilled workers were Rs. 45-75 and for skilled workers Rs. 90—195 with dearness allowance on the scales recommended by the Rao Committee in the case of Railways. The employees asked for Provident Fund benefits to be brought on a level with those allowed to Railway employees, namely, an increase in the Government contribution to cent per cent (of the employers contribution of 1/12) instead of 50 per cent. or 75 per cent. as is at present the case and the grant of a gratuity in addition. Representatives of the subordinate scientific or technical staff working in the Ordnance Factories complained that there was no proper designation or classification of scientific posts and the rates varied considerably and were inadequate in comparison with scales prevalent in other Government Departments. The main grievance of the Civilian Gazetted Officers appeared to be that Indian employees did not have the same scales of pay as European employees and the privileges allowed to cetrain non-Asiatic personnel in the matter of house rent, education allowance, etc., were not extended to all categories of gazetted officers. Two associations—representing Foremen of Non-Asiatic and Asiatic Domicile respectively—gave evidence before us. The former suggested a further increase in the scales of pay which we cannot countenance, since their present scales themselves are high in comparison with what we have proposed for similar staff on the Railways belonging to the non-gazetted categories and in some cases already equal the pay for gazetted categories like Assistant Works Managers. The complaint of Indian personnel was about discrimination against them in the matter of pay and allowances. They suggested that it would improve efficiency if for purposes of promotion there was an 'all India' cadre for supervisory staff of Ordnance Factories.

20. About the middle of 1945, a Departmental Committee under the Chairmanship of Mr. R. Wilmot, D. D. G. Ordnance Factories, had been appointed to review the conditions of service of the permanent staff of the Indian Ordnance Factories and to recommend necessary modifications therein to meet the needs of post-war conditions. Though this Committee had submitted a report in August 1945, the Report does not appear to have been published and no orders seem to have yet been passed, since most of

the staff representatives who gave evidence before us stated their demands were similar to those made before the Wilmot Committee but appeared to be unaware of the fact that recommendations relating to them had been included in the Report. Many of the grievances have been dealt with by the Committee in a generous and very sympathetic manner in their report. The complaint about a large number of people being kept temporary and the peculiar practice obtaining in the Department of discharging staff every year on the 31st March and re-employing them on the 1st April must be reviewed in the light of the remarks contained in the Wilmot Committee's Report. As we expect the Report of the Committee to come under the consideration of Government in due course we do not dwell here at length on such of their recommendations as we have nothing to say about.

21. The recommendations of the Wilmot Committee have generally been based on the system obtaining in the State Railways and are framed on pre-war conditions as a standard with a view to removing inequalities and hardships in the existing system. It was their view that the present terms of pay had failed to attract the right type of men and having regard to the nature of the work in Ordnance Factories, it would be necessary to give Junior Gazetted Officers and non-gazetted grades more favourable terms than would be necessary in departments where recruits entered service with little more than academic training. They have suggested common basic scales for all officers and other grades of men of Asiatic and Non-Asiatic domicile—the latter being eligible in addition to overseas pay. We have not considered it necessary to refer in detail to the recommendations of the Wilmot Committee regarding pay scales for different posts but we accept the general suggestion that such scales should be modelled on the basis of what would reasonably obtain in the Railway Services for posts carrying duties and responsibilities. The Committee recommended overtime pay for all sections of the staff other than gazetted officers, doing systematic overtime work. We have elsewhere observed that the system of overtime working should be reduced to a minimum and have expressed ourselves against the grant of overtime pay for ministerial staff, except so far as staff like clerical employees in Ordnance Factories observe the same hours of working as industrial employees. We see no objection to this category being treated on a par with industrial staff in the matter of overtime. The Wilmot Committee has observed that continuance of marriage allowance is unnecessary, but have recommended the grant of educational allowance to all employees of Ordnance Factories (excluding clerical staff) for the education of children, whether in India or outside up to a limit of 3 children, the allowance commencing at the age of 5 and continuing upto the age of 16 in the case of children of non-gazetted officers; and the allowances are to be at higher rates when the children are educated outside Asia. We have been unable to get any satisfactory explanation for the exclusion of clerical staff from these benefits on the ground of repercussions, if the rational basis for the concession is merely the low income of the employees for whom it is recommended. We have dealt with this question in Pt. II, paras 79—81. We are averse to the perpetuation of benefits of a special kind to any particular sections of Government employees like Officers and certain technical staff of Ordnance Factories. Benefits in this regard should, if allowed at all, be common for employees of all departments and till Government are in a position to allow greater benefits uniformly, we cannot recommend anything more than what we have done in para. 81 of Part II. The Wilmot Committee have also recommended some liberalisation of the rules relating to compensatory allowance in Presidency Towns so as to enable residents of Calcutta or Bombay

to get the benefit. They have recommended substantial benefit in the nature of house rent allowance if Government are not in a position to provide accommodation within 10 per cent. of employees pay. In the case of certain staff free supply of furniture, water, electricity, etc., have also been recommended. In all these matters we cannot agree to the employees of the Ordnance Factories being afforded special benefits which are not available to other Central Government employees. Our general recommendations in respect of compensatory allowance and house rent allowance would uniformly apply to all classes of Central Government employees.

22. In dealing with the grievances of temporary clerical staff, the Wilmot Committee have recommended that keeping large bodies of employees on a temporary basis should be avoided by increasing the permanent establishment in the interests of efficiency and fairness to the employees. We commend this suggestion.

23. As far as the scales of pay are concerned, we recommend that civilian employees in Ordnance Factories should draw scales of pay comparable to those prevailing in the Railway Department for similar categories of staff. Thus the Director of Ordnance Factories will appropriately be on the same scale as heads of departments in Railways. The D.G.I.S. suggested a scale of Rs. 2,000—2,500 for this post but as we have limited the maximum of heads of departments to Rs. 2,000 the same limit must apply to the post of D. G. Ordnance Factories. Other posts of gazetted officers like Dy. Directors, Superintendents, Works Managers, Assistant Works Managers, Inspectors, Senior and Junior Scientific Officers, Civilian Gazetted Officers should according to the nature of duties and responsibilities be fitted into the lower administrative grades of Rs. 1,600—1,800, 1,300—1,600 and 1,000—1,400 or into scales falling within the range of regular time scales, *i.e.*, senior scale Rs. 600—1,150 or Junior Scale Rs. 350—850 or Class II scale Rs. 275—800. Foremen, Asstt. Foremen, Chargemen and similar supervisory staff in Workshops may be on the comparable grades recommended by us for Railway Workshops (*vide* para. 32 of Section dealing with Railways). In regard to workmen, (except casual labour) we recommend that they should be placed on a monthly rated basis and should according to the degree of skill possessed, be classed into one or the other of the following scales:—

	Rs.
Unskilled'	30—1/2—35
Unskilled Supervisory	35—1—50
Semi-skilled	35—1—50 40—2—60 60—3/2—75
Skilled (including Supervisory)	40—2—60 60—3/2—75 75—3—105
Highly skilled	90—5—120 125—185

For office establishment belonging to the ministerial and lower grades our recommendations in the case of staff of subordinate departmental offices could be suitably applied. We cannot in fairness allow these categories to be paid on the scales recommended by the Committee when we have provided lower scales for similar staff in other departments.

24. The Wilmot Committee recommended promotion to gazetted rank of carefully selected men from non-gazetted ranks increasing the

present percentage of promotion from 15 to 25 per cent. from the clerical grades. One of the complaints made was that under the rules as they now stand a person sometimes suffered monetary loss when he was promoted to gazetted rank. We undersand that between temporary clerks and permanent clerks, there is a quasi-permanent grade of Section Clerks who we were informed did not enjoy the benefit of either the Provident Fund or pension though they are treated as permanent. The M. G. O. told us that this class has been abolished and the staff of this grade has been absorbed in the lower division of clerks. As the Provident Fund system recently introduced for Ordanance Workers will not benefit those who have already put in most of their service in the non-qualifying grades of Section Clerk, the case of this class of employee deserves sympathetic consideration. Other complaints were delay in disposal of appeals, and differences in the way that apprentices are treated in the Ordnance Factories as compared with the Railways. The employees of the Aravankadu Factory complained that they were not receiving hill allowances though such allowances have been granted by the Provincial Government. In this respect their case seems to be similar to that of the lower grade postal employees to which we have referred elsewhere. We bring these complaints to the notice of Government for taking such suitable action as may be necessary. Some witnesses from the Ishapore Factory complained of the way in which the piece-work system on the basis of 'gangs' was being worked in that Factory. Our general observations regarding the piece-work system and the safeguards for employees working under it would apply to their case.

25. *Cantonment Executive Officers Service.*—We have to make special mention of one class of employees paid from Defence Estimates, i.e. the Cantonment Executive Officers Service, who have sent us several representations about their anomalous position in regard to pay and status and the hardships to which they are subject and also gave evidence before us. Subsequently they have sent us a representation requesting us to defer dealing with their representations as their case is under the consideration of the Defence Department. We have postponed dealing with their case to as late a stage as possible. As nothing further has been heard from them we can only base our recommendations on facts and considerations placed before us. Should there be any reorganisation of the services so as to include in a common cadre the Cantonment and the Lands Branch, it would be open to Government to classify different classes of posts on the basis of responsibility.*

It was pointed out that in the latter part of the last century, the Cantonment Executive, Judiciary, Municipal and Lands Administration of cantonments in India was in the hands of Magistrates who were Army Officers. On the passing of the Cantonment Act 1924, these officers came to be redesignated Cantonment Executive Officers and their judicial powers were transferred to Provincial Governments. The service included both V. C. Os. and K. C. Os. and some years later the Department was

*It has been brought to our notice that a communication from Government, dated 25th February 1947, states that the Lands Branch and the Cantonments Executive Service have been constituted into a new service called the 'Military Lands and Cantonments Service' and that all future entrants to the service will be civilians. It now rests with the Government to classify the posts according to responsibility and assign to Class I such posts as are heavy enough charges to be included in Class I and assign the rest to Class II.

divided into two branches—the Lands Branch and the Cantonment Executive Service. The Cantonment Executive Service provides the executive service which exercises revenue, executive and administrative functions in the Cantonment areas. There are at present two grades for civilian employees—Grade II Rs. 150—5—250 with Selection Grade at Rs. 250-10-350; Grade I—Rs. 300-10-500 with Selection Grade at Rs. 500-20-700. The service is not pensionable but a contributory provident fund is maintained to which the employees subscribe one anna in the rupee while the Government contributes 50 per cent. of the employee's contribution. Liability exists for serving in any of the cantonments anywhere in India. Recruitment has occasionally been made through the F. P. S. C. and recently the initial pay has been raised from Rs. 150 to 250 so as to secure suitable recruits. The representatives of the Cantonment Executive Officers Association who appeared before us claimed that their duties were multifarious, that their qualifications were the equivalent of those who came out successful in competitive examinations for the I. C. S. and I. A. & A. S., that they had to maintain status equivalent to that of Commissioned Officers with whom they were brought into daily contact and that in view of all the facts above stated there was every justification for grading them as a Class I service on a scale similar to that of the Military Accounts Department. Considering that there are cantonments both big and small and taking note also of the relative importance of the duties of senior officers in the Military Accounts Department or any other Class I service and that of Executive Officers of a local body we regard this broad claim as unjustifiable. The administrative department have recommended that Cantonment Officers should be allowed a scale similar to that of the Punjab Provincial Civil Service *viz.*:—Rs. 250-15-485/E. B.-25-650/E. B.-25-750 with a senior scale of Rs. 800-50—1000. We recommend that the service be treated as a Class II service similar to that of the Superintendents of Post Offices whose financial and administrative responsibilites are by no means less than that of Cantonment Executive Officers and carry the usual Class II scale which we have suggested. A certain number of more responsible posts may be borne on the cadre of Class I in the senior scale. We also support the request of these officers that they may be treated for all purposes as government officers whose services are lent to local bodies and allowed the usual employer's contribution irrespective of how this charge is apportioned between Government and Cantonment Funds.

Y.—CHIEF COMMISSIONERS' PROVINCES

We now deal with the staff serving under the Central Government in the Chief Commissioners' provinces of Delhi, Ajmer-Merwara, British Baluchistan, Coorg, Panth Piploda and the Andaman and Nicobar Islands. Though the constitutional position seems to be that the Chief Commissioner is under the administrative control of the Governor General, in matters of administrative policy relating to different subjects, co-ordination and control are exercised by the departments of Government of India concerned with these subjects. In practice also it has become common for some departments of the Government of India to deal exclusively with matters relating to certain Chief Commissioners' provinces, for instance, the External Affairs Department deals with the administration of British Baluchistan while the Home Department deals with the general

administration of the Chief Commissioners' provinces of Delhi, Ajmer-Merwara, Coorg and Andamans. In effect the conditions of service and pay scales for staff serving in the Chief Commissioners' provinces have to be prescribed by the Governor General in Council, since the older delegations have been abrogated in terms of the Classification, Control and Appeal Rules. The control of executive departments is also more direct in Chief Commissioners' provinces, which do not have any separate sources of revenue, Coorg being an exception as it has a special financial provision and its own Legislative Council.

2. In the earlier sections we have drawn attention to the multiplicity of pay scales applicable to staff of the Central Government serving in different departments. This lack of uniformity is even greater in regard to the pay scales of personnel serving in the Centrally Administered Areas, inspite of these areas being small and the number of the staff being correspondingly limited. In a Centrally Administered Area the Chief Commissioner has to perform most of the functions which are performed by different departments in a province. There is, accordingly a considerable variety in the number of posts depending on the scope of activities in the local administration.

3. The variation in the matter of pay scales is due to different causes. In certain cases the areas now constituted as Chief Commissioners' provinces were historically parts of or adjuncts to some of the present governors provinces and the practice has continued of having a combined administrative cadre not only for the gazetted ranks but even for subordinate posts in the two areas. Thus staff dealing with Revenue, General Administration, Judicial, Police, Jails, Agriculture, Veterinary and Excise in the Delhi administration are borne on a common cadre with the corresponding Punjab Services. In consequence the scales of pay of such personnel in the Delhi Province are determined on the basis of the Punjab scales. In the case of Ajmer-Merwara, certain departments such as the Judiciary and the Police are filled by personnel borrowed from the U.P. provincial cadre, and they are allowed the U.P. scales even where they differ from the scales for comparable categories for other posts of a like character. The scales of pay in Baluchistan similarly link up with the Punjab scales in view of the fact that in this area, local recruitment is not possible; very often recruits from adjoining provincial areas seek a further advantage if drafted for service in Baluchistan. The scales of pay in Coorg similarly bear the impress of the pay scales of Madras—the adjoining province, though personnel are not drafted from the provincial cadre except for some of the higher posts. Not only is there no uniformity in the matter of scales of pay for the same categories of posts in different Chief Commissioners' provinces but even within the same local administration, there are variations in scales particularly in regard to the ministerial and lower grade posts. Such disparity exists as between the staff of the C.Cs. Offices and similar staff in subordinate offices and as between different subordinate offices.

4. The Chief Commissioners of Delhi, Ajmer-Merwara, Coorg, Baluchistan and Panth Piploda replied to our questionnaire. We also received representations from associations of staff serving in the Centrally Administered Areas. Representatives of the Chief Commissioners—Delhi and Ajmer-Merwara—also appeared before us and gave oral evidence. The Chief Commissioner, Delhi, although he did not suggest any specific

scales of pay, emphasised that the remuneration of Central Government employees ought to be fixed with reference to the following considerations:—

(a) that it enables an employee to meet the reasonable living cost of an average family, with a margin for savings to meet emergencies, and should be sufficient enough to meet his normal requirements without resort to corrupt means for supplementing his income to meet those needs;

(b) that it is the market value of a man with educational and other qualifications; and

(c) that it promises him reasonable advancement throughout his service. Complaining of the inadequacy of the existing scales he also stated—

> "I regard the present standards of remuneration for different grades and categories of Government employees under the Delhi Administration as absolutely unsatisfactory and unfair. I must press for the necessity for unifying the scales of pay in the main Government Offices in Delhi and would point out that giving reduced scales of pay to what the Government of India call the subordinate offices is not an economy as it inevitably means that these offices get clerks of a lower quality and consequently have to make up in quantity that deficiency in quality. When an Office like the Government of India Secretariat is competing side by side with other subordinate offices for staff in a place like Delhi the effect on subordinate offices is most unfair and can be disastrous so far as efficiency in these subordinate offices is concerned."

He also observed:—

> "The existing scales of pay of almost all the services and posts under the Delhi administration are inadequate and require upward revision. The pay scales should be fixed with reference to the scales of pay fixed for corresponding posts under the Government of India and in cases where such comparison is not possible, then with a scales of pay for comparable posts in the adjoining provinces *e.g.*, the Punjab. The new pay scales particularly in the ministerial and inferior services should encourage quality with a view to decreasing quantity".

Commenting on the inadequacy of the present pay structure, the Chief Commissioner, Ajmer-Merwara has stated—

> "The scales of pay applicable to lower grade clerks, village schoolmasters, and the rank and file of the Police are extremely meagre. The popular belief that the lower rank of the Police is liable to temptation may be attributed to their very low pay".

He also suggested the introduction of the Army system of giving marriage and children's allowance in the case of civil servants, imposing a limit on the maximum number of children for whom the allowances can be drawn. The representatives of the Chief Commissioners, Delhi and Ajmer-Merwara who gave evidence before us reiterated the view that ministerial staff at the headquarters of the Chief Commissioner should be

treated on a par with Secretariat establishments and if such equation is not acceptable, the scales should in no case fall below those of similar staff in Provincial Secretariats.

5. We have given due consideration to the above views. To the extent that we have prescribed uniform all-India scales of pay for the ministerial and lower grades of staff, these scales should automatically apply to the corresponding categories of staff serving in Centrally Administered Areas. The point for consideration is whether the staff in the Chief Commissioners' offices should be treated on a special footing on the ground that the clerical and supervisory staff in those offices do work of a more responsible character than in departmental offices subordinate to the Chief Commissioner and their qualifications, conditions of recruitment and the nature of their duties approximate more nearly to the conditions relating to the Government of India Secretariat. We think that the dignity and status of the Chief Commissioner's post should not influence our conclusion on this point. It would in our opinion meet the needs of the case if the scales of pay allowed for ministerial and lower grade staff of the Chief Commissioners' Offices follow the lines indicated by us for offices of heads of departments working *directly* under the Government of India and in the case of subordinate offices of local administrations, the scales may follow the scales for subordinate departmental offices. In view of the general recommendations we have made about the clean cut between the Secretariat proper and departmental offices, the unequal competition in the matter of recruitment apprehended in the reply of the Chief Commissioner, Delhi, will not arise in future. A special category in the offices of the local administrations is that of vernacular clerks. If the minimum qualification for recruitment is matriculation, the basic scale of Rs. 55 to 130 should apply to them. For the non-matriculate category, a scale of Rs. 40—2—60—5/2—75—3—105 should suffice.

6. In regard to the gazetted services generally we feel there may be advantage in continuing the existing practice of linking them with corresponding cadres of the adjoining provinces. Local conditions being different in the different Chief Commissioners' provinces, it would probably be impracticable to have a common cadre for executive officials belonging, for instance, to the Revenue, Police or Agricultural Services in different Centrally Administered Areas. Even if such a service is formed, it might because of the small size of the Central cadre offer insufficient promotion prospects for attracting the best men. On this basis, we make no special recommendations in regard to the gazetted posts such as those of Magistrates, Extra Assistant Commissioners, Sub-Judges, Dy. S.Ps., etc. To the extent that such posts may in future be filled by personnel on the scales we have suggested for the All-India Administrative Service or the All-India Police Service, there may be greater uniformity than exists at present. But short of building up a separate cadre for Centrally Administered Areas which will give scales corresponding to the Class I and Class II scales we have recommended and to which personnel may be recruited from serving members of Provincial Services, we see no prospect of having uniform scales of pay.

7. Some of the subordinate cadres such as those of the Police, Jail, Agriculture and Excise Departments are also linked up with the cadres of adjoining provinces. Our remarks in the preceding para. will apply

to these cadres as well; but notwithstanding them we feel that some modification of the scales of pay of, *e.g.* Head Constables and Constables, Warders, etc. will become inevitable as a result of implementing the scales of pay we have suggested for the lower grades. At this level repercussions are inevitable and will have to be faced though in regard to the Supervisory grades the recommendations we have made for executive staff in the other Central Departments like the Customs, Central Excise, etc. need not necessarily affect the scales for Centrally Administered Areas.

8. The Chief Commissioner, Baluchistan has proposed an increase of 27.46 per cent. for his province over the pay scales which may be adopted for similar staff in the Punjab and N.W.F.P. on the ground that the conditions in Baluchistan materially differ from those of other provinces in the following respects:—

(i) higher cost of necessities of life which have to be imported from other provinces;

(ii) severity of winter involving much higher expenditure on fuel, warm clothing etc.;

(iii) lack of proper educational facilities;

(iv) expensive and difficult means of communication;

(v) provision of some inducement to attract people from outside Baluchistan as local persons are not available in sufficient numbers for Government services.

We recognise the existence of grounds for a distinction but we are not in a position to say whether the extra percentage of addition suggested by the Chief Commissioner is necessary or justified.

9. In as much as all staff serving in the Andamans administration (except in some of the lowest grades) have to be recruited from India, their case seems to be simi'ar to that of Baluchistan. We understand that staff who have proceeded to the Andamans after its reoccupation were given certain special compensatory allowances in view of the hardships to which they would be subject. We are not in a position to say whether this should continue after conditions return to normal. A special feature would remain in regard to the financial strain on low paid staff desiring periodically to visit India while on leave. We would recommend for the consideration of Government a liberalisation of certain of the existing provisions in the Supplementary Rules as regards travelling allowances for certain staff like the Police, Jail staff, etc. and their extension to other categories of staff.

10. The recommendations we have made in preceding sections in regard to certain categories of staff such as teachers, medical and nursing staff etc. may on the whole be found suitable for general application in all Centrally Administered Areas. Some extra compensation may for some time to come be required even for these classes of employees when they are called upon to serve in remote areas like the Andamans and Baluchistan.

Before concluding this report, we desire to express our grateful thanks to the many officers, Associations of public servants, Union representatives and public men who have kindly responded to our invitation for representations, replied to our questionnaire and given evidence before us.

We freely availed ourselves when necessary of assistance from representatives of some of the Departments of the Government of India and we are grateful to them for such assistance. We gladly record our deep obligation to the Secretary of the Commission for his invaluable assistance. We have already referred to his report on the working of the Whitley System in England. His wide and detailed knowledge of the organisation and functioning of several Departments was of immense help to the Commission, both in the conduct of our enquiries and in the preparation of this report. The speed with which the Commission had to conclude its labours imposed a heavy and continuous strain on him which he cheerfully bore. We express our appreciation of the service rendered by our staff who had also to work frequently under high pressure.

S. VARADACHARIAR.
(*Chairman*).
HOSSAIN IMAM.
N. V. GADGIL.
MANGAL SINGH.
VADILAL LALLUBHAI.
N. M. JOSHI.
C. V. SRINIVASA RAO.
FRANK ANTHONY.
J. C. CHATTERJEE.

K. R. P. AIYANGAR.
(*Secretary*).

The 30th April 1947.

A NOTE BY THE HONOURABLE MR. HOSSAIN IMAM

I regret that due to the circumstances over which I had no control, I was not able to attend any of the meetings of the Pay Commission from the beginning of September upto 18th October due to the boycott by the Muslim League of all Government Committees. Again due to the great Bihar carnage I was unable to participate in the Commission for the best part of a month and a half in November-December. During the Budget session due to my engagement elsewhere I was only able to attend three out of the eight meetings held in March-April. My absence from the meetings prevented me from elucidating certain important points from the witnesses who appeared before us.

I have been going through the draft reports of the Commission and did not like to note down all my differences *on minor points with my other colleagues.* A few points which I could discuss in the Commission have been incorporated as my dissents in the Commission Report itself. The other minor points I did not press for inclusion as there was no opportunity of discussing them with my colleagues. I would not have attached this note if I had not felt very strongly on certain important points. As my differences on these few important points are fundamental, I have to express them as my own opinion.

(1) *Age of Retirement.*—I feel that age of retirement should be uniform and fixed at 50 for all the four classes of services. The increase in the age of retirement on the ground of increased efficiency is open to doubt. We have heard of tired Secretaries and the spectacle of listless Government officers on the maximum salary is to be seen everywhere. And as indicated in paragraph 10 of the Retirement Benefit Chapter, the bulk of employees who tendered evidence before us with the exception of scientific services have asked for lowering of the limit to 50 years. No doubt certain public men have advocated a higher age of retirement, but I prefer to side with the employees as it is in consonance with the public policy of increased employment. I, therefore, suggest a *via media* that the ordinary age of retirement should be 50 years, but in case of approved and meritorious service two extensions of 2 years each may be granted if there be any special need of experienced hands at a particular place in a Department. Even on this ground of increased efficiency, it is doubtful whether the majority of the employees do prove exceptionally clever. The service chart would show that for every one man who has secured good promotions to the highest grades there are many rotting in the lower grades even at the age of 55.

As regards the demand of employees' representatives for freedom to them to retire at an earlier age on proportionate pension, I am inclined to suggest sympathetic consideration of this point. A disgruntled, dissatisfied and unwilling public servant who is stopped from bettering his prospects outside the Government service will never prove an asset to the public service. By stopping him from joining private service the Government harms the public servants and gets a bad bargain itself. Compulsion in service was the order of the day during the war emergency, but it should not become a permanent feature of peace-time service. I would, therefore, suggest that after 20 years service Government servants should be free to retire on a pension substantially lower than their years of service should entitle them in case of invalid or other enforced retirement. I think a 25 per cent. reduction on the ordinary pensions rules and the transference of liability to pay the insurance premium from the Government to the employees would suffice to

prevent pointless retirement. The availability of experienced and good executive for industrial concerns to which these people are likely to go is no less a national need than serving in the Government Department. The services should be treated sympathetically and their grievances should always be removed as far as practicable in order to have an efficient, contented and bright civil service.

(2) *Retirement benefits.*—I agree with the Commission that pension alone does not secure safety to the family of a public servant in case of a premature death. I therefore agree to the suggestion of compulsory insurance, the premium being paid by the Government. My only difference is on the question of comparative benefits of insurance to those who live up to the natural span of life and those who die at an early age. In the Commission's scheme those who die early will not have as much benefit as the others, whereas I think that the families of those who die a premature death deserve greater sympathy than the families of those who live their full lives.

According to my recommendations on the age of retirement the pensions would be reduced to 25/60 of the salary on the present principles and thereby the Government may be saving 5/60th or 1/12th of the pension. Even this should be reduced by 1/4th to enable the institution of a compulsory insurance. The pension should therefore be 25/80th of the salary at age 50 and the Government premium should be an equated sum of 5 per cent. of the average salary of the post to which a person is appointed instead of 3 per cent. of the starting salary, increasing every three years on the actual salary drawn. The Commission's process will involve individual calculations every 3 years of the premium to be paid; and the amount of insurance secured will also vary after every 3 years with the result that those who die early will have a smaller insurance cover than those who retire after full pension. I have therefore suggested increased initial payment which will equalise the position of all who enter service as well as to reduce calculations to the barest minimum.

(3) *Promotions.*—In the Chapter on the conditions of service the question of promotion has great importance. While I agree with the concluding portions of para. 108, I wish to elaborate my concept of the subject. I am definitely of opinion that promotions from one class of service to an other should be completely stopped and in its place, the persons in service should be made eligible to apply for service in the higher class, with this relaxation that they may compete with new entrants upto 5th or 7th year of their service irrespective of the age restrictions for new entrants. The Commission as a whole has recommended that these promotions should be fairly early in the career. I wish not only to endorse this remark but have suggested a practical method of giving effect to this recommendation. Now as regards promotion within the class from one grade to the other I wish to stress that the evidence given before us expressed its dissatisfaction very strongly, with the system which prevails in most of the Departments of making these promotions. The Commission in para. 111 (iii), have admitted this fact. And in para. 110, they have conceded the principle that "in certain cases the rules of seniority may be generally followed", but they have suggested that "occasional instances of exceptional promotions of deserving persons would be an inducement to greater endeavour". The burden of evidence before us was that the present system leads to nepotism, favouritism and arbitrariness. Human nature being what it is, selection is bound to result in dissatisfaction among the service personnel and leads to suspicion as to the fairness of the officers concerned. In my scheme I

have provided for the really deserving and efficient personnel to go up to a higher class by having equal opportunities with the new entrants. This provision is made not to give the men in service extra special favour but to remove a difficulty which is encountered every day. This has been mentioned by my colleagues as well, that the fear of becoming overage compels many men to join a lower service even when they are qualified for higher service but fail to get into it. By means of this picking we will retain in each class only the average or below average personnel. The power to withhold increments if judicially used would keep back the inefficients from competing for promotions and the rest will be of about equal capacity and merit. I therefore suggest and this is the overwhelming opinion expressed by service personnel, that promotions inter class from one grade to the other should be on the basis of seniority. Those who have been stopped at efficiency bars or against whom adverse remarks have been recorded will not be eligible for promotion on the ground of mere seniority. This will involve maintenance of two kinds of seniority registers—one on the basis of length of service for ordinary purposes and the other for promotion only on the principles indicated above. I would not permanently debar even the inefficients or those who have strictures placed against them. The Government may frame rules whereby the people may lose a part of their seniority for each kind of adverse reports or inefficient conduct. It is very essential that services should be convinced that promotions are based on unassailable fair grounds and not the result of favour or bias of their superior officers. It is not enough that the Government feels that a fair system has been introduced. What is needed is to convince the persons concerned that the method is not arbitrary.

As regards prómotion to Class I, mentioned in para. 112, I do not think that the power to withhold applications is justifiable. The head of the Department has the last word, he can in his note place every kind of adverse remarks against an applicant without any opportunity being given to the applicant to explain away the charges so made. If this is not sufficient to stop the inefficient men coming in, there must be something sinister behind this withholding provision. It is rather an indication of distrust in F.P.S.C. to think that it will select an undeserving candidate inspite of the bad record which the applicant may have and the bad remarks which the head of the Department may have put in. To an unbiased mind the provision of withholding applications appears to be a method of shutting out more deserving candidates than of keeping off the inefficient. I therefore strongly recommend that this provision of withholding should be abolished.

In para. 114, sufficient stress has not been laid on the complaint regarding the way in which adverse entries in service records are made. We were impressed by the evidence that a remark is regarded as adverse for certain purposes but is not adverse under the rules. For instance a remark that an officer is slow is not an adverse remark entailing its communication to the public servant concerned but at the time of promotion this simple remark would stand in the way of securing betterment. In this connection I strongly support the recommendation in para. 115 of informing the employees before a remark is made. I differ from the Commission as regards the recording of the reasons for supersession of senior persons. No doubt it will increase the work but it will prove an effective and deterrent guard against favouritism or arbitrariness.

In conclusion I would like to mention that certain special specific and small number of posts may be kept as special appointments to which the ordinary rule of seniority may not apply, *e.g.*, Assistant Secretaries from Superintendent. But as a general rule seniority *cum* efficiency should be the basis of promotion.

(5) *Security of tenure.*—I agree with most of the conclusions drawn on the subject. I have some difference with regard to one particular matter, but this too is more a question of degree than of fundamental principle. I refer to the procedure to be followed in case of dismissal from Government service. I wish to clarify that dismissal for inefficiency if ever it takes place must be extremely rare. So the special pleading in para. 123 on American practice does not hold good. The period of probation is really a trial period. The State has a right in order to maintain efficiency at high standard to discharge persons if found unsuitable. I should therefore recommend that period of probation should be increased if the Government feel that the duration under the present rules is not sufficient. Where no period of probation prevails, it should be provided. While it is our duty to see that public service does not suffer from keeping inefficient people; it is no less the duty of the State to see that it does not dismiss without just cause a man at an age when it will be impossible for him to get alternative employment. Every care should be taken in the earlier stage to discharge unsuitable persons, but once employed they should not be dismissed except on the grounds of bribery, corruption and other well-recognised counts in consonance with the practice prevailing in countries like U. S. A., U. K., etc.

The conclusions of para. 124 do not go far enough to inspire confidence or give satisfaction to the services. The concessions given by the Commission are an improvement no doubt on the present conditions, but they do not in my judgment go far enough. Even now the public servant under suspension is not permitted as a matter of right to be represented by a lawyer. It is often difficult for a public servant under suspension to concentrate on the niceties of points brought out in evidence against him. It is a genuine need in certain cases but under the rules it rests entirely with the officer investigating the case either to permit a lawyer to appear or not. I am against this discrimination. Either the lawyer should be permanently debarred from appearing in any case or the person under suspension should be free to utilise the services of a lawyer. I would insist that no evidence should at any stage of proceedings be allowed to be used unless it has been brought to the notice of the accused public servant. I therefore recommend that the officer hearing the appeal should give every facility to the public servant to go through the records, to bring forward irregularities, and ask for remand for further enquiry by the original officer. In short the judicial process should be followed as far as practicable. The object should be to see that no arbitrary dismissal takes place under the guise of maintenance of discipline and efficiency. Dismissal is the highest punishment which the State as an employer can inflict and every care should be taken that no injustice to the public servant is done. I would add that the insurance should not be withheld except in case of conviction of public servant. The premium would naturally be not paid by the State after dismissal.

HOSSAIN IMAM.

The 5th May 1947.

SUMMARY OF THE RECOMMENDATIONS OF THE CENTRAL PAY COMMISSION

Note 1

The Report is in three Parts. Part I is merely historical. After giving the terms of reference and describing the procedure adopted by the Commission, the background to the enquiry and the present pay structure and pay scales are discussed. Part II of the Report deals with the main aspects of the problem relating to conditions of service, so far as they are common to all departments of the Central Services. Part III makes detailed proposals in respect of the salaries payable to and the redress of grievances of the employees of each of the principal sections of the public service in the light of the general conclusions reached in Part II.

Note 2

The reference to paragraphs of the Report is given in respect of each main recommendation.

(i) Notwithstanding the argument against making any permanent revision of basic salaries in the present changing conditions, it would be safe to recommend scales of basic salary fixed on the assumption that prices may stabilise at a level which will give a cost of living index somewhere between 160 and 175 taking the pre-war index to be 100. So long as the cost of living continues to be substantially higher, some system of dearness allowance must continue in operation (17—18).

A. Classification of the Services

(ii) The categories now classed as 'Subordinate' and 'Inferior' should be described as classes III and IV respectively. Class IV should include all posts whose maximum pay does not exceed Rs. 60 and which are not included under Class III (21).

(iii) The inclination of the majority of Members is that it is desirable to retain the two classes I and II but in departments where the differentiation between the two classes is not necessary or possible either because of the mode of recruitment or because of the difficulty of distinguishing between the importance and responsibility of the duties respectively performed by Class I and Class II officers, the two-fold classification may be dispensed with and the two groups may be treated as one gazetted service (29).

(iv) The present list of Class II services however requires revision (30).

(v) It is not practicable to constitute all the scientific services into a single cadre for purposes of promotion. There is no objection to the posts in each of the four classes being sub-divided into 'Executive', 'Administrative', 'Scientific', 'Technical', 'Clerical', 'Manipu'ative', 'Artisan', 'Messengerial' and so on, without such sub-divisions carrying any particular legal or material consequences (32 and 33).

B. The pay structure

(vi) Having regard to the present structure and in particular to the disparity between old and new entrants the scales suggested are considered fair remuneration for the several posts concerned. The case of old entrants raises a question of policy which is for the Government to decide.

(vii) For the Scientific services a decent minimum or starting salary so as to attract men with high qualifications and a better time-scale to make up for inadequacy of chances of promotion would be appropriate (39).

(viii) Though Provincial Governments favoured the view that the pay of Central servants serving in several provinces should bear as close relation as possible to the pay of Provincial Government servants of the same category in the same area, the Commission have recommended 'All-India' scales, allowance being made for the higher cost of living in certain places in the form of local allowances (41).

C. Pay Rates and Pay Scales

(ix) While accepting the broad principles laid down by the Islington Commission, attention has been paid to more recent trends and the Commission have recommended that so far as practicable a fair relativity should be maintained between the rates of pay of certain classes of civil servants and comparable outside rates, the parity being judged only with reference to long term trends in wage levels in the country (43—45).

(x) While accepting the limitations to the application of the minimum wages theory, it is recommended that the State must take some step forward in the direction of giving effect to the living wage principle in dealing with its employees who are virtually on the 'poverty line' (45—48).

(xi) According to the majority view Rs. 55 and Rs. 90 are recommended as reasonable living wages for a working class family and a middle class family respectively at a cost of living index of about 260. Of these sums, Rs. 30 and 55 may respectively represent the basic pays and the balance dearness allowance at the index level mentioned (51).

(xii) Recognising the present disparity between the minimum and the maximum of public salaries, the growing demand for personnel from private business and industry and the views on the one hand that the State should not compete with private enterprise in respect of prize jobs and on the other that adequate remuneration is essential for maintaining ability and integrity in the permanent services, it is recommended that as a first step it will be fair to fix Rs. 2,000 per month as the maximum salary of public servants in India save for a few selected posts (54).

(xiii) The continuance of the system of time scales with suitable efficiency bars is recommended (55—60).

(xiv) The following typical scales are recommended:—

(1) *Class I Services and the All India Police Service—*

Junior scale	Rs. 350—350—380—380—30—590—E.B.—30—770—40—850 (19 years).
Senior scale	Rs. 600 (6th year)—40—1,000—1,000—1,050—1,050—1,100—1,100—1,150 (21 years).
Junior Administrative posts . .	Rs. 1,300—60—1,600.
Senior Administrative posts . .	Rs. 1,800—100—2,000.
For posts intermediate in responsibility between Junior and Senior Administrative posts . .	Rs. 1,600—100—1,800.

The scale of Rs. 1,800—2,000 is intended for the heads of the biggest departments and would normally be the highest point which a permanent civil servant could reach in his service. Posts now carrying a maximum salary of Rs. 3,000 must as far as possible be fitted into the selection grade of Rs. 1,800—2,000.

The highest paid posts like those of Secretaries, General Managers of Railways, Members of the Railway Board, Members of Central Board of Revenue, Chairman and Members of the Public Service Commission, etc. should be fitted into scales between Rs. 2,000 and Rs. 3,000 preferably on four levels of Rs. 2,250, 2,500, 2,750 and 3,000 (61 and 63).

(2) *All India Administrative Service and the Foreign Service—*

Junior Scale	Rs. 350—400—450—450—500—540—30—600—E.B.—30—870—40—950 (19 years).
Senior Scale	Rs. 800 (6th year)—40—1,200—1,200—1,250—1,250—1,300—60—1,600 (24 years).
Selection Grade for posts like Commissioners	Rs. 1,800—2,000.

The highest administrative post may carry pay ranging between Rs. 2,000 and Rs. 3,000 as mentioned in (1) above.

(3) *Class II.*—Scale . . . . Rs. 275—25—500—E.B.—30—650—E.B.—30—800.

Where the entrant has already to spend some years in acquiring special qualifications for any particular job, he may be started on an appropriate salary higher up in the scale (65).

(4) *Class III.*—This class should comprise not merely people with literary qualifications, but also skilled artisans. The following 12 typical scales have been suggested:—

(*a*) Rs. 55—3—85—E.B.—4—125—5—130.
(*b*) Rs. 60—5/2—75.
(*c*) Rs. 60—4—120—E.B.—5—170.
(*d*) Rs. 75—3—105.
(*e*) Rs. 80—5—120—E.B.—8—200—10/2—220.
(*f*) Rs. 100—5—125—6—E.B.—6—185.
(*g*) Rs. 100—8—140—10—200—E.B.—10—300.
(*h*) Rs. 150—7—185—8—225.
(*i*) Rs. 160—10—250—E.B.—10—300—15—450.
(*j*) Rs. 200—15—350—E.B.—15—440—20—500.
(*k*) Rs. 250—15—400.
(*l*) Rs. 300—20—500 (66).

(5) *Class IV—*

Unskilled and unlearned employees (including Peons and Daffadars) .	Rs. 30—1/2—35.
Jemadars and Daftries . . .	Rs. 35—1—50.
Skilled or semi-skilled workers .	Rs. 35—1—50 and Rs. 40—1—50—2—60.

(xv) It is not proposed that the salary now drawn by any officer should be affected to his prejudice. But as regards the promotion of such officers, the question may arise as to the way in which they are to be dealt with if the promotion is likely to take them beyond the limits indicated by the scales that we have suggested. Such cases should be dealt with on the same lines as the Government may decide to adopt in respect of pre-1931 entrants (68).

(xvi) When a person on the existing scales is brought on to the new scales, his initial pay should be fixed at the lowest figure arrived at by the following calculations:—

(1) What he would draw if his entire service in the existing scale had been on the corresponding proposed scales of pay.

(2) Fix the initial pay at the stage in the proposed scale next above the pay he is drawing in his present scale and add one increment in the proposed scales for every three completed years of service.

(3) Add to the present pay the sums stated below and fix initial pay in proposed scale at the stage next above the amount so arrived.

Salary	*Amount to be added*
Not exceeding Rs. 100	Rs. 15.
Rs. 101—250	Rs. 20.
Rs. 251—400	Rs. 30.
Rs. 401—500	Rs. 40.
Rs. 501 and above	Rs. 50 (70).

D. Allowances and other benefits

(xvii) *Dearness allowance.*—The following slabs have been recommended:—

Pay Range	*Cost of living index*						
	280	260	240	220	200	180	160
Up to Rs. 50	30	25	20	15	10	5	...
Rs. 51—100	40	35	30	25	15	10	...
Rs. 101—150	45	40	35	30	18	...	...
Rs. 151—200	55	45	30	30	20	...	...
Rs. 201—250	60	50	40	30	20	...	...
Rs. 251—300	75	60	45	30	25	...	...
Rs. 301—500	85	70	55	40	25	...	...
Rs. 501—750	105	85	60	40	...	...	...
Rs. 751—1,000	125	100	75	50	...	...	...

(a) The cost of living index should be an All India number prepared by the Economic Adviser to the Government of India.

(b) Allowance should be paid only on substantive pay (exclusive of overtime). During all leave with pay (half or full) it should be allowed on the substantive pay.

(c) The slabs should be reviewed every six months and a change should be made only if the Index figure for the previous three months for which index figures are available stood above or fell below the Index figure for the next slab.

(d) All allowances and concessions introduced during the war to meet the high cost of living (by whatever name they might have been called, including the good conduct pay in the Postal service and war allowance in respect of the higher ranks of the services) will cease hereafter.

(e) As long as any concessions in the matter of supply in kind are allowed, their estimated money value shall be deducted from the dearness allowance calculated in accordance with the above table. Any encouragement given at this juncture to co-operative organisations of public servants for the purchase of their supplies will be opportune.

(f) Persons drawing pension up to Rs. 150 per month may be given dearness allowance at half the rates shown in the above table, treating pensions as pay for the purpose (71—75).

(xviii) *Housing or House-rent allowance*—

(a) If a building programme should be undertaken priority should be given to schemes for housing employees in the lower grades of the service.

(b) The Commission do not recommend any general change in the present policy *re* provision of rent free accommodation nor any change in the practice whereby an employee to whom Government quarter is allotted pays a concessional rent limited to the standard rent or 10 per cent. of the employee's pay whichever is less.

(c) As the scales of pay recommended by the Commission are based on the assumption that in the costlier cities and special areas, the basic scale will be supplemented, by the grant of a suitable house rent or other allowance, a house rent allowance with certain restrictions as regards pay limits and areas is recommended on the lines indicated in the following table:—

Pay of Officers	Cities with population of over 1 lakh	Cities with population of over 5 lakhs	Bombay and Calcutta
	Rs.	Rs.	Rs.
Below Rs. 55	5	7	10
Rs. 55—100	7	10	15
Rs. 101—250	...	15	20
Over Rs. 250	...	7½% of pay.	10% of pay. (76—78)

(xix) *Children's Education Allowance.*—It is recommended that a beginning may be made with a scheme for helping members of the subordinate grade in the services in the matter of the education of their children. In Rule 1101 of the State Railway Establishment Code, the words excluding the 'inferior servants' from the benefit of that chapter must be omitted. Persons drawing a salary of Rs. 100 or less per month may be paid by the State a contribution of 75 per cent. of the tuition fee in the case of the children of Class IV and 50 per cent. of the fee in the case of children of Class III employees. The contribution might be given up to the higher secondary stage or a corresponding stage of technical education (79—80).

(xx) *Compensatory Allowance*—

(a) Local allowances should be limited to a few costly cities.

(b) Government should review the conditions in other specially costly cities besides Bombay and Calcutta and decide to what extent similar benefits must be extended to staff serving in those cities.

(c) *Bad Climate allowance.*—Provincial Governments' classification may be followed for areas where the allowance is admissible (85).

(d) *Frontier allowance.*—Complaints that these allowances were inadequate for service in non-family stations and the claim for parity of treatment in this matter with personnel paid from Defence Estimates are brought to the notice of Government (86).

(e) Government should look into the grievance that in the Nilgiris, while hill allowance was being given to subordinate and ministerial staff, it was not allowed in the case of post-men and other lower grade staff.

(f) For local allowances generally, the practice of the Provincial Governments in the matter of granting such allowances for their employees should be taken into account. (88).

(g) *Field Service Allowance.*—No specific addition to pay need be made to cover the contingent liability to be called for military service, but when such personnel are required to serve in field areas, they should be paid an adequate allowance. (89).

(xxi) *Conveyance allowance.*—The grant of conveyance allowance as a regular addition to pay to enable staff to meet expenditure on transport from their homes to their offices is not recommended. A liberal grant of interest free loans for the purchase of cycles is recommended. (90).

(xxii) *Medical Aid.*—The attention of Government is invited to the claim that the nature and seriousness of the ailment should be the deciding factor and not the status of the patient in determining the grade of medical officer to whose aid the patient should be entitled. To the extent that free treatment is allowed to the employee himself, *i.e.* when in the opinion of the medical attendant owing to remoteness or absence of hospital facilities or seriousness of illness the patient cannot be moved out, the family of an employee may also be provided free treatment at his residence. (91-92).

(xxiii) *Travelling allowance.*

(a) In view of increases recently sanctioned no general revision is suggested in respect of mileage and daily allowance, etc. The distinction whereby the inferior servants (now Class IV) are not paid additional fares for journeys on tour or transfer is discriminatory and may be removed as also the discrimination against the lower staff who do not receive travelling allowance for journeys made while going on leave for rest and recreation.

(b) In view of the uniform scales of pay which have been suggested for the railway employees and other categories of civil servants, the existing benefits which the former enjoy in the matter of pass privileges should be scaled down. In the case of civil employees of departments other than the Railway Department an appropriate measure of relief would be the grant of concession similar to the Privilege Ticket Order, limited to one set of P.T.Os. for a return journey per year for the officer himself and the members of his family.

E. Hours of Work: Overtime: Holidays

(xxiv) As regards employees of industrial or commercial departments (including A.I.R.) hours of work must be regulated with due regard to the nature and conditions of work obtaining in the particular department. In ordinary offices, the normal hours of attendance may reasonably be fixed at 38½ hours a week so as to provide for 6½ hours of actual work on each week day after allowing half an hour for lunch and 3½ hours of work on Saturdays. Any increase in the lunch interval should be met by a corresponding increase in the total number of hours of attendance. (95 and 96).

(xxv) Improvement in office accommodation and the introduction of canteen arrangements are recommended (97).

(xxvi) Early steps should be taken to review the staff strength required in each office or department. Detention in office beyond office hours should ordinarily be only under the written orders of some responsible officer. An ordinary method of compensation for overtime work in offices would be to give a day off in lieu of overtime worked for a number of days. Even in departments where overtime is unavoidable, *e.g.* Railways, Customs, etc. such work should be minimised. Pecuniary compensation for overtime may be at rates ranging from mere time rate to 1½ times; double the normal rate would be justified only where the work involves special strain or exceeds a certain limit or involves prolonged employment during night (97—99).

(xxvii) As the number of working days in most departments do not now exceed 260 days per year, the Commission recommend that every effort should be made to increase the total number of working days. The dislocation of work caused by communal holidays may be remedied by slightly increasing the number of casual leave days, if necessary, communal holidays being abolished altogether (101 and 102).

F. Race and Sex—Differentiation on ground of

(xxviii) The principle of equal pay for equal work is accepted.

The service of foreign experts for specialist services should be obtained on a contract basis and the need even for such engagements should gradually be eliminated by training Indians. Where a non-Indian is recruited to a post in one of the permanent cadres, it will be best not to alter the basic pay but to grant an allowance analogous to overseas pay (104).

(xxix) In regard to employment of women, the practice in private industry where women are generally paid lower than men on account of their low output cannot be ignored; but for certain kinds of work where the services of women are exclusively or preferably required, *e.g.* schoolmistresses, lady doctors, nurses, telephone operators, etc. grant of more favourable terms is approved. (105).

G. Conditions of Service

(xxx) Direct recruitment at different levels is approved in principle but in respect of none of the higher levels should direct recruitment be exclusive.

(xxxi) While the claim for reservation of a higher percentage of posts for promotion is not accepted, it is recommended that even where direct recruitment is the rule, persons already in service who possess the requisite qualification may be allowed to compete for such recruitment by a reasonable relaxation of the rules relating to age limit, etc.

(xxxii) For jobs where academic qualifications are not of much importance, due consideration should be given to those in service who have the benefit of experience (107—109).

(xxxiii) In applying the formula of seniority-*cum*-merit, the extreme view that seniority should prevail except when a person has been declared to be unfit is not accepted. For jobs in respect of which long familiarity with a particular type of work is itself adequate training, the rule of seniority should receive greater weightage but for the higher grades of service, considerations of fitness must have precedence over claims of seniority (110)

(xxxiv) As the efficiency of the promotion system depends on the method adopted to determine the relative merits of candidates, it is recommended that where the F.P.S.C. agency is not used, selection by promotion boards consisting of independent officers may be adopted as widely as possible. It may be convenient to have lists prepared from time to time of candidates for promotions instead of taking a decision after a vacancy has arisen. Except where qualifying examinations are in vogue, examination tests as a means of selection for persons already in service at each stage of promotion are not recommended (110—113).

(xxxv) The personal rolls of the employee must generally contain observations regarding his qualities, capacity, etc. The whole official record of a person must be taken into account when considering claims for promotion and not merely the latest entries. Employees must be informed wherever possible of the intention to record adverse remarks in their personal rolls and given an opportunity for explanation and improvement. They must in all cases be informed of adverse entries and their explanation, if any, must be recorded (114—117).

(xxxvi) As regards the working of the disciplinary rules, the Commission is of the view that so far as the upper grades of the services are concerned, the safeguards provided by the rules are normally sufficient to discourage victimisation or unfair acts. Attention is drawn to certain defects in the rules so far as these relate to employees of the lower grades. Many of the claims made by the service representatives proceeded on a mistaken identification of the steps taken for the dismissal of a public servant with the steps in a criminal trial. The Officer exercising delegated powers in disciplinary matters is not in the position of a Prosecutor acting also as Judge. He should eschew personal considerations and determine such cases in the best interests of the service. An extension of the system of having Personnel Officers to deal with all disciplinary cases is recommended. It is neither desirable nor practicable to insist on the intervention of an outside body in all disciplinary matters. It would meet the ends of justice if persons dismissed or removed from service are allowed in addition to the right of appeal a right to petition the higher authorities for a review of their case and the right of lower authorities to withhold such petitions where no appeal lies is abrogated. An opportunity for personal appearance before the officer dealing with the appeal is also recommended.

(xxxvii) Miscellaneous recommendations relate to avoidance of delay in dealing with staff cases, removal of restrictions in the matter of union officials helping in the defence of personal cases. Steps should be taken early to have the number required in each office or department (including industrial establishments) examined with some approximation to realities and after a certain length of service say one year even temporary employees should be entitled to most of the privileges of the permanent employees, in the matter of earned leave, medical aid, provident fund, etc. (126—132).

(xxxviii) Supporting the demand for help and encouragement to public servants to educate themselves even after entering service, certain proposals adopted in the U.K. as a result of the Report of the Assheton Committee are recommended. (135).

H. Leave

(xxxix) The existence of variety of rules and regulations governing various classes of public servants is recognised as a natural cause for dissatisfaction. The demand for extending the liberal provisions of Fundamental Rules to all services is not accepted. As leave rules should be

framed with due regard to an employee's need for rest on the one hand and public interest on the other, the employees' age and length of service, the nature of his work, and the field of recruitment are all considered to be factors justifying differentiation between classes of employees. (136-142).

(xl) *Full pay leave.*—As regards employees belonging to the Class I, II and III services, the Railway Rules regarding earned leave should be brought into line with the Revised Leave Rules 1933 incorporating the changes recommended in the latter set of rules. In regard to Class IV services, both in the Railways and Civil Departments, employees should earn full pay leave at the rate of 1/22nd of duty during the first ten years of their service, at the rate of 1/16th from the 11th to the 20th year of service and at 1/11th of service from the 21st year onwards. (143).

Certain relaxations on the limits of accumulation are recommended:—

(a) extension of 90-day limit to 120 days generally, (b) the extension of the limit to 180 days if the leave is spent out of India and (c) the extension of the limit in the case of Class IV service to the extent that leave may be earned during four years. (148).

(xli) *Half pay leave.*—In place of the existing system under the Revised Leave Rules and Railway Leave Rules, it is recommended that half pay leave should also be earned like full pay leave. Members of Class I, II and III services should be entitled to half pay leave at the rate of 1/16th of duty throughout their service. Members of Class IV at 1/22nd of duty for the first 20 years and 1/16th thereafter. (146).

(xlii) When leave is granted on medical certificate, any public servant will be entitled to commute the half pay leave that he has earned into full pay leave for half of that period, such full pay leave on medical certificate not exceeding 6 months in the whole service. (145).

(xliii) Leave not due on half pay, subject to a limit of three months at a time and 6 months in all, such leave being debited to subsequent leave earned, may be allowed in the case of permanent employees who may require leave on medical certificate but have not enough earned leave at their credit. (146).

(xliv) Leave salary may be calculated as follows:—

(a) For the first 30 days out of leave taken at a time, on the average of last 12 months' pay whether substantive or officiating;

(b) for the periods of leave beyond the first month, with reference to the pay drawn or that would be drawn by the employee in the permanent post held by him substantively on the date preceding the commencement of leave. (147).

(xlv) Where temporary employees are kept on indefinitely, they could after completion of one year's continuous service earn leave on full pay as well as half pay on the same terms as permanent employees of the grade with a like right to commute half pay leave into full pay leave on medical certificate. (149).

(xlvi) Study leave rules should be worked more liberally; they should not be limited to gazetted services, nor should they be limited to studies abroad. (151).

(xlvii) The maxima limit on leave salary should be removed in the case of those who are governed by the new scales of pay recommended by the Commission.

(xlviii) The lifting of the ban recently imposed forbidding the grant of additional pay for officiating appointments of less than two months vacancies is recommended, such cases being governed by the pre-existing practice. (154).

(xlix) Attention is invited to certain anomalies in regard to the calculation of holidays for counting the limit of casual leave, grant of quarantine leave and in the application of the Revised Leave Rules. (150, 158).

J. Retirement Benefits

(l) Preference is indicated in favour of a combination of the benefits available under the Pension and Provident Fund systems and of remedying some of the defects in these systems. (168).

(li) The age for retirement in future should be uniformly 58 for all services, with an option to Government to retire an employee on grounds of loss of efficiency at 55 or to grant annual extensions thereafter. (169).

(lii) The demand for extending the concession of voluntary retirement to all those who have put in 25 years' service is not accepted. Instead abrogation of Article 465-A is suggested in case of new entrants. (169).

(liii) The lower scales of pensions recommended in the case of new entrants *i.e.*, those not in permanent service on 1-4-1938 should not be applied. (174).

(liv) An overall maximum of Rs. 8,000 per year as pension would be in keeping with the salaries maxima proposed by the Commission. (174).

(lv) The scale of pension should be 1/80 of emoluments for year of service subject to a limit of 35/80 and not exceeding Rs. 8,000 for 35 years' service. (174).

(lvi) Additional pensions may be abolished in the event of the above higher limits being adopted. (174).

(lvii) The scale of gratuity for non-pensionable employees in Railways may be raised to ½ a month's pay per year of service subject to a maximum of 15 months' pay not exceeding Rs. 25,000 in the case of all grades. (175).

(lviii) The Commission do not recommend any departure from the principle that compensatory allowances as such should not count as reckonable emoluments. (177).

(lix) The demand for a minimum pension as subsistence allowance for pensioners is not accepted. (178).

(lx) For women employees generally (who may leave service on marriage) and other establishments who may not serve a full term the contributory provident fund concession may be allowed instead of pension. (179).

(lxi) Minimum qualifying age for pensionary service should be 20 for Class I, II, III and 18 for Class IV services.

(lxii) Employees may be permitted to commute lump sum payments under the Provident Fund Scheme into annuity or pension. (180).

(lxiii) Since a suitable 'appeals' procedure has been laid down, the Commission feel there is no risk of the power to withhold special contribution or gratuity being exercised arbitrarily. (182).

(lxiv) Limitation of the power of assigning Provident Fund assets to other than wife and children is commended. (182).

(lxv) No increase in the scale of Government contribution or bonus for railway employees appears justified. (182).

(lxvi) To provide for free interchange of personnel (particularly in scientific and technical services) between government services and local bodies, the Commission suggest for consideration the adoption of a scheme similar to the Federated Superannuation System for Universities in vogue in the U. K. (183).

(lxvii) The Commission recommend the extension of the scale of benefits (bonus) allowed under the Railway Provident Fund Rules to employees in other Departments as well who are not in pensionable service, but not the gratuity or special contribution as in Railways. (184).

(lxviii) There should be no differentiation between industrial and non-industrial employees in the matter of retirement benefits. (185).

(lxix) A scheme which has appealed to the Commission is the surrender by an officer retiring from service of a given amount of pension on retirement from service so as to obtain a capital sum or annuity to be paid to dependent beneficiaries: on the lines of the Mysore schemes. A possible variant may be devised to enable the option to be exercised during service *i.e.*, before the pension actually accrues. (187).

(lxx) In view of the reduction in pension scale from 1/60 to 1/80 per year of service (which involves a surrender of 25 per cent. of pension) a gratuity of half a month's pay per year of service subject to a maximum of 15 month's pay is recommended as a retiring gratuity or death benefit as the case may be. (188).

(lxxi) As a measure of family protection, security to the employee himself and stability from the Government point of view, the pension system with necessary improvements is superior and option should not be allowed to pensionable employees to elect provident fund system. (189).

(lxxii) The institution of family pension funds is not advocated for the services as a whole. (190).

(lxxiii) The Commission are opposed to the extension of the commutation of pension rules and the grant of commutation amounts without medical examination. (191).

(lxxiv) The institution of compulsory insurance is favoured, and is commended particularly in the case of employees whose conditions of service involve accidents and risks. (192).

(lxxv) A compulsory insurance scheme outlined by Mr. Wilson, M.A.G., is recommended for further examination by Government. (193).

(lxxvi) An option similar to that allowed under the U. K. Superannuation Act 1935 is recommended in the case of persons in pensionable service. (194).

(lxxvii) In the case of non-pensionable employees, compulsory insurance may take the form of an option to take an annuity for a given period for a beneficiary instead of a pure life assurance cover. (197).

(lxxviii) The retiring benefit for every public servant should consist of two components—(i) a recurring monthly pension and (ii) an insurance cover the premia for which would be found by Government by making a reduction of 25 per cent. in the amount of pension. (199).

(lxxix) A contribution by Government of about 3 per cent. of an officer's pay as it stands from time to time would be sufficient to liquidate Government's liability for one fourth of pension. It is suggested that a

postal endowment policy for this amount should be issued to each employee on confirmation. As the substantive pay increases, the policy amount will have to be augmented. In order to reduce the work connected with the revision, it may be made at longer intervals than a year and by making this group insurance scheme compulsory, the necessity for recurring medical examination may be obviated. (199).

(lxxx) The amount of cover available will be paid to the party on retirement in the normal course or to his heirs if he should die before retirement. (199).

(lxxxi) The above arrangements could be applied to persons governed by the Railway Provident Fund Rules also by requiring the subscribers to forego a part of the Government contribution and gratuity. (199).

(lxxxii) Since the extension of the above schemes to persons in service might present difficulties, they may be given the following benefits:—

(1) At their option to forego 1/4th of the pension that might accrue and in return to become entitled on retirement to a lump sum of 3/80ths of pay for each year of service subject to a maximum of 15 months' pay;

(2) On death in service after completion of not less than 5 years service, a lump sum of one year's pay or 3/80ths of pay for each year of service subject to a maximum of 15 months' pay may be paid to the heirs;

(3) On death after retirement if the money drawn by way of pension and lump sum is less than a year's pay the balance of a year's pay may be paid to the heirs. (199).

(lxxxiii) Where a Government servant who has rendered more than 25 years' service dies in harness or shortly after retirement, the widow and dependent children of the deceased should be allowed to draw in addition to the benefits last mentioned, a portion of the pension limited to half of the pension earned subject to a maximum of Rs. 150 per mensem for a maximum period of say five years. When such a Government servant dies before expiry of 5 years after his retirement and has drawn his pension for only a short period, the benefit of a similar limited pension may be extended to his family for the unexpired portion of the 5 year period. (199-A).

K. Conciliation Machinery.

(lxxxiv) The Commission are not impressed with the argument that in the absence of organised associations of employees anything in the nature of the Whitley scheme cannot be usefully introduced. As associations with different degrees of stability and cohesion have latterly come into existence in this country the very opportunity and experience of working something like the Whitley scheme will help to advance the organisation. The machinery should, however, be elastic, to suit the different grades of public servants and the varying groups among them. As regards organisation of staff associations, they may for some purposes be regional, for other purposes departmental while matters of common interest may be attended to by an all-India body. (200—210).

(lxxxv) Following the English practice, no special conciliation or adjudication machinery need be provided in the case of Class I Services. For Class II service, and certain non-industrial grade of Class II an organisation on the lines of the Whitley machinery would prove useful. For Class

IV services and certain grades of Class III in commercial departments since trade unions have come to stay, the experience of other countries indicates that notwithstanding the dangers and difficulties associated with certain stages in the development, it is best for the Government to deal with well organised unions of employees. (211-214).

(lxxxvi) The proposals of Mr. Joshi to limit the membership of the staff side of the machinery to representatives of the unions and allow individual cases to be raised in the joint committee are not accepted by the rest of the Commission. (215).

(lxxxvii) To encourage managements of service associations by service men, Government should allow adequate facilities to public servants holding responsible offices in the unions and dispel the apprehension that serving as a union official will prejudice a person's prospects in the public service; the other suggestions in his note are commended. (216).

(lxxxviii) In respect of arbitration, English opinion and practice have been against compulsion. In view however of the enactment of the Industrial Disputes Act, 1947, it is recommended that experience of the working of the Act should be awaited before considering any other course in respect of classes of employees who come within the purview of the Act. In regard to Class II services and those sections of Class III service who have not organised on trade union lines, a resort to an *ad hoc* tribunal similar to the Civil Service Arbitration Board in England is suggested. (218).

L. Labour.

(lxxxix) The main question regarding basic pay payable to unskilled labour has been discussed in Part II, paragraphs 43-51. Taking this as a datum line, a classification of the higher grades (including supervisory staff) into (i) semi-skilled, (ii) skilled and (iii) highly skilled is recommended.

(xc) Persons of whom only physical or manual work not requiring any intelligence, training or experience is expected may be classed as unskilled labour. As regards tests to be adopted in determining the higher categories the basis of differentiation may vary from industry to industry. Sometimes theoretical training may be more essential—in others apprenticeship or practical experience may be more important. Classification in the last resort must be based on trade tests. It will be convenient if each industrial establishment constitutes a Board, say of three of its officers to determine the classification which should be reviewed from time to time. (221-224).

(xci) In regard to remuneration, the minimum wage recommended by the Commission should be applied at the lowest level whether or not the principle is accepted in private industry. As regards the higher grades of labour, there is not much justification for suggesting that remuneration should be markedly higher in Government services than in private industry. (225-226).

(xcii) There is much to be said in favour of a system of paying efficiency bonus according to the outturn of each worker.

(xciii) It will be best to leave the question of wage fixation to Wage Boards. Where wages have to be fixed by a Regional Board, it may not always be possible to give effect to the principle of all India uniformity. (225)

(xciv) The daily rated system for labour whether in Railway or other departments of Government should be reduced to a minimum. (227).

(xcv) On the piece-work system, the Commission have commented in detail in Part III-D—P. 34. (227)

(xcvi) On the employment of contract labour similarly observations are contained in paragraphs (III M. 23 and W. 23). (227)

PART III

Only the main recommendations are summarised here; for facility of reference to the matter given in the body of the report, the sections and para. numbers are indicated.

A. Headquarters Offices

(xcvii) Recommendations have been made on the assumption that the present system (the tenure system) of recruiting officers for the Secretariat will continue. If a change is made, a further reorganisation of the ministerial staff will be necessary. For pay scales recommended for staff of the Secretariat see paragraphs A-9 to 13.

(xcviii) The artificial distinction in status between Attached and Subordinate offices should be abolished. Any office important enough to be classed as Secretariat should be absorbed in it. It would be best to separate from the Secretariat proper, offices of Executive Heads even if they are located at headquarters of Government. Even where it is necessary to have as adjuncts to Secretariat certain offices or branches for expert advice and assistance, such offices cannot be treated on a special footing and as different from offices of Executive Heads. (A-14 and 17).

(xcix) For scales of pay for non-secretariat headquarters offices, see paragraphs A-18 and 19. Class IV scales—see para. A-20.

(c) Even during the continuance of the tenure system, fixed scales of pay for officers like Under Secretaries and Deputy Secretaries, etc., are preferred to the existing practice of granting special pays. For scales suggested for higher posts in the Secretariat and Railway Board, see paragraphs A-22 and 23.

B. Finance Department

(1) *Indian Audit Department.*

(ci) Class I posts—see para. B-10; Class II posts—see para. B-11; Class III scales including clerks, Divisional Accountants, S.A.S., etc., see paras. B-14 to 16. Class IV scales—see para. B-17.

(2) *Military Accounts Department.*

(cii) Pay scales may be on a line with those suggested for similar staff in the Indian Audit Department. The claim for parity with army scales is not accepted. See paras. B. (2) 3-4.

(3) *Income-tax Department.*

(ciii) The present distinction between Class I and Class II services should continue [p. B (3)-3]; as also the classification of Commissioners charges into senior and junior commissionerships [p. B(3) 4].

(civ) There should be less disparity than is now the case between the three services under the Central Board of Revenue, namely the Income-tax, Customs and Central Excise, as well as between the staff of the same department serving in different provinces. [B. (3) 6]

(cv) Pay scales—Class I and Class II posts [para. B(3) 5]; Class III posts—Executive [para. B(3) 6]; Class III posts—subordinate and ministerial [para. B(3) 11]; and Class IV posts [para. B(3) 11].

(4) *Customs Department*

(cvi) Pay scales—Class I Services [B(4) 3]; Appraising staff [para. B(4) 4]; Preventive Service [B(4) 5]; posts in Customs Laboratory and miscellaneous posts [B(4) 6 and 7]; ministerial staff [B(4) 8] and Boat and Launch Establishment and outdoor lower grade staff, etc. [B(4) 8].

(5) *Central Excise*

(cvii) Class I scales [para. B(5) 4]; Class II and Class III Executive staff [para. B(5) 5]; ministerial and outdoor establishment [Para. B(5) 6] and staff in salt sources [para. B(5) 7].

(6) *Central Revenues—Chemical Service*

(cviii) Pay scales for all grades [para. B(6) 3].

(7) *Security Printing Press, Nasik*

(cix) Pay scales [paras. B(7) 4 and 5].

(8) *Mints*

(cx) Pay scales of different grades [para. B(8) 3]; pay scales of Mint Workers [para. B(8) 5]; other grievances of Mint Workers [para. B(8) 6].

C.—Transport Department

(1) *Railways*

(cxi) Class I scales [Para. C. (1) 13]; Class II service [para. C. (1) 13]; Scientific service [para. C. (1) 14]; Railway Medical Service [para. C. (1) 16]; Clerical Services [para. C. (1) 18]; Accounts Department [para. C. (1) 19]; Station Masters and Assistant Station Masters [para. C. (1) 20]; Signallers [para. C. (1) 25]; Ticket Examining staff [para. C. (1) 26]; Train Examiners [para. C. (1) 27]; Engineering subordinates [para. C. (1) 28]; Stores Department staff [para. C. (1) 28]; Running staff *i.e.*, Drivers, Shunters, Firemen, Guards, etc. [para. C. (1) 28]; Transportation (Power), Mechanical (Loco, Carriage and Wagons, and Electrical) and Workshop Branches [para. C. (1) 32] and Traffic and Commercial Branches [para. C. (1) 33].

(cxii) Complaints regarding hours of duty, inadequacy of leave reserve and application of periodical tests of fitness to be considered [C. (1) 21, 24 and 30].

(cxiii) Where it is not practicable to send relief for duty on holidays, a suitable form of compensation would be the grant of additional earned leave [C. (1) 21].

(cxiv) The manner in which a portion of the running allowance can be separated from the portion which forms part of the salary being under consideration of the Railway Board, the Commission propose as an interim measure that running allowance should be paid in addition to the basic scales of pay recommended in accordance with the existing rules but not exceeding the average monthly running allowance drawn by an employee during 1946 [C. (1) 29].

(cxv) Regarding complaints about lack of opportunities for promotion and claims for reservation of posts it is recommended that reasonable channels of promotion must be provided for all sections of staff and no section should be given an undue advantage. [C. (1) 22-25 and 34].

(cxvi) *Miscellaneous recommendations.*—The daily rated system should as far as possible be replaced by the monthly rated system except when the work is casual; the majority view is that piece-work should be the exception rather than the rule; better facilities should be provided for the education and practical training of employees; claims for adequate uniform footwear etc., should be sympathetically considered; employment of contract labour should be avoided as far as possible [C. (1) 34].

(cxvii) There should be some measure of uniformity in classification of grades of workmen into skilled and semi-skilled in all the Railways and it would be helpful if the Railway administration would settle such questions in consultation with the unions concerned [C. (1) 34].

(2) *Other charges under the Transport Department*

(cxviii) The Bengal Pilot Service should be treated on a uniform basis with other Class I services [C. (2) 7]. It would be less derogatory to the status of these officers if a change is made in the present system of their receiving pilot fees directly from shipping companies. [C. (2) 11].

(cxix) Pay scales for staff of pilot vessels [C. (2) 11].

D.—Communications Department

(1) *P. & T. Department*

(cxx) The present distinction where it exists between Class I and Class II services should continue. Some Superintendents of Post Offices may be placed in Class I. [D(1) 17)].

(cxxi) Pay scales—gazetted services [paras. D(1) 18 to 24]; D. G. P. & T.'s office [para. D(1) 25]; Offices of Heads of Circles [para. D(1) 26-27]; Clerical and allied services in the subordinate Post and Telegraph offices [para. D(1) 28-30]; P. & T. Accountants [para. D(1) 31]; Telephone Revenue staff [para. D(1) 32]; Subordinate Telegraph Engineering and Traffic staff [paras. D(1) 33-37]; Supervisory Workshop staff [para. D(1) 38]; Intermediate Classes [para. D(1) 39] and Class IV services [para. D(1) 40].

(cxxii) Miscellaneous recommendations [paras. D(1) 42 to 56] Ex-Company staff who have been granted the old terms cannot be allowed to elect scales of pay proposed by the Commission unless they accept all the conditions of service of new entrants [para. D(1) 44]; Provision of proper training facilities for all grades of labour has been particularly recommended [para. D(1) 45]; tenure of service in remote and unhealthy places should be for limited periods [para. D(1) 50]; seasonal postmen should be retained on a basis similar to that applicable to field staff of the Survey of India [para. D. (1) 53]; procedure for making appointments and promotions should be by selection boards as far as possible [para. D. (1) 54]; complaints about working hours and night duty are examined and a recommendation is made that overtime duty should be reduced as far as possible and where it is inevitable should be properly remunerated [para. D. (1) 57]; compensatory holidays in lieu of work done on closed holidays may be added to leave [para. D. (1) 57].

(cxxiii) System of employing Extra Assistant Departmental staff should continue but the scale of remuneration should be improved in the light of present day conditions [D. (1)\58].

(2) *Railway Inspectorate*

(cxxiv) Salaries should be on a line with scales for the Engineering Department of State Railways.

(3) *Meteorological Department*

(cxxv) For pay scales see para. D. (3) 6.

(4) *Civil Aviation Directorate*

(cxxvi) The pay scales for technical posts in the Department as recently revised have evoked complaints from employees of other Departments. While appreciating the differentiating circumstances in regard to certain grades of employees, the Commission recommends that in future recruitments to the permanent cadre of the Civil Aviation Department, greater regard should be paid to uniformity of remuneration with other comparable services. Ministerial staff should be dealt with as in other departmental offices [D. (4) 2-5].

E.—Education Department

(cxxvii) Scales of pay—Collegiate teachers (E-10 & 12); Polytechnic Staff (E-11); Office of Superintendent of Education (E-14); Non-collegiate teachers (E-17); Military and Railway Schools (E-18 and 19); Libraries (E-20); Archives Department, Anthropological Survey and Imperial Library (E-21 to 23) and Archaeological Survey (E-25).

F.—Health Department

(cxxviii) Scales of pay—Office of the D.G.I.M.S. (F-2); Medical Store Depots (F-3); Malaria Institute of India (F-4); Biochemical Standardisation Laboratory (F-5); All India Institute of Hygiene and other Research Institutions (F-5 & 6); Port Health Department (F-7).

G.—Agricultural Department

(cxxix) Secretariat and headquarters staff (G-3 to 5); Zoological Survey and Botanical Survey (G-6); Agricultural Marketting Department (G-7); Dairy Research Institute (F-8); Imperial Council of Agricultural Research (G-9); Imperial Agricultural Research Institute, Delhi, Imperial Veterinary Research Institute, Mukteswar and Izatnagar; Forest Research Institute, Dehra Dun (G-13 to 15); Survey of India—Pay scales for Class I posts (G-20); Class II posts (G-21); Topographical Assistants (G-22); Subordinate staff (G-24).

(cxxx) Complaints about application of departmental leave (G-26); regarding service bonds (G-28); manner of promotions (G-30) and compensation for injuries (G-31) are brought to notice for sympathetic consideration.

H.—Food Department

(cxxxi) Pay scales (H-4).

J.—Home Department

(cxxxii) Pay scales—Secretariat Staff (J-2); Intelligence Bureau (J-3).

K.—Information and Broadcasting Department

(cxxxiii) Pay scales of Information Bureau (K-4); All India Radio (K-10) and Publications Division (K-10).

L.—Commerce Department

(cxxxiv) Pay scales of Office of the Economic Adviser (L-3); Offices of the Chief Controller of Imports and Chief Controller of Exports (L-4); Tariff Board (L-5); Controller of Indian Shipping (L-6); Registrar of Trade Marks (L-7); Lighthouse Department (L-8); Mercantile Marine Department (L-9); Seamen's Welfare Directorate (L-10); I.M.M.T.S. 'Dufferin' (L-10); Superintendent of Insurance (L-11).

(cxxxv) High Commissioner for India—The Commission refrain from making any specific suggestions as regards scales of pay as there is no uniformity in the matter of control and service terms allowed to representatives of India abroad and it is a matter of policy for Government to decide to what extent staff should in future be sent on deputation from India or recruited locally (L-12).

(cxxxvi) Trade Commissioners—The recommendations in para. 64, Pt. II regarding Indian Foreign Service will be relevant.

M.—Industries and Supplies Department

(cxxxvii) Secretariat and headquarters staff (M-2); Directorates General of Industries & Supplies and Disposal (M3); Indian Ordnance Services—Inspection Wing (M4); State Railways Coal Department (M5); Coal Commissioner (M6); Patent Office (M8); Textile Commissioner (M9); Government Test House, Calcutta (M10) and Council of Scientific and Industrial Research (M11 and 12).

N.—Works, Mines and Power Department

(cxxxviii) Pay scales—Geological Survey (N4); Electrical Commissioner and Central Technical Power Board (N11); Consulting Engineer—Waterways & Irrigation and Central Waterways, Irrigation and Navigation Commission (N12); Department of Mines and Indian School of Mines (N13 and 14); Inspectorate of Explosives (N15); Central Public Works Department —Workers (N22); Engineering Subordinates (N24); Gazetted services (N24); Horticultural division (N26); Estate Office (N27); Office of the Controller of Printing and Stationery (N35 and 36).

(cxxxix) It is recommended that the scales of pay of ministerial staff in the Chief Engineer's Office should be on the scales of pay prescribed for offices working directly under the Government of India and for staff of Circle and Divisional Offices the scales should be the same as for subordinate departmental offices (N21).

(cxl) The scales of pay of workers of the C. P. W. D. should be built up on the basis of differentials appropriately applied to a minimum wage of Rs. 30—35 for unskilled labour (N22 and 23).

(cxli) Reference is made to a report of Mr. Whitley in regard to industrial employees of presses which points out several anomalies in the present classification, designation and grading of posts and it is recommended that uniformity should be established by classifying the posts according to the nature of the work and responsibility and the scale required should be fitted into one or other of the various suggested grades (N36).

O.—Commonwealth Relations Department

(cxlii) Pay scales (O-2).

P.—External Affairs Department

(cxliii) Pay scales (P3 to 6).

Q.—Labour Department

(cxliv) Pay scales—Chief Labour Commissioner's Office (Q3); Chief Adviser Factories (Q4); Coal Mines Welfare Fund (Q5); Director Unskilled Labour Corps (Q6).

(cxlv) No detailed recommendations are made in regard to the staff of the D. G. Resettlement and Employment in view of the temporary nature of the posts but any fresh recruitment should be on scales recommended by the Commission for similar categories in other department (Q7).

R.—Legislative Department

(cxlvi) Specialist posts (R2); Tribunals (R3).

S.—Miscellaneous Secretariat Departments

(cxlvii) Pay scales—F.P.S.C. (S1) Other offices (S2 to 4).

T.—Legislative Assembly Department

(cxlviii) Pay scales—gazetted offices (T2); Ministerial and Subordinate staff (T3).

U.—Political Department

(cxlix) By convention the same conditions of service as apply to the staff under the rule-making control of the Governor General in Council are extended to persons whose conditions of service come under Section 145 of the Government of India Act. The general recommendations in the case of the Indian Foreign Service and the All India Administrative Service will form a guide for superior posts in the Political Department (U-1 to 8) while recommendations in Pt. III-A paras. 18—21 would apply to departmental offices.

W.—Defence Department

(cl) There is no justification for a wholesale assimilation of the different categories of staff in the G. H. Q. with the Secretariat Departments but the proposal for putting the establishment of G. H. Q. as far as possible on a civilian footing is supported.

Pay scales G. H. Q. (W7); Lower Formations—M.E.S. (W13); Other Directorates (W14 and 15); Naval Headquarters (W16); Air Headquarters (W17); Civilian Services under the M. G. O. (W23); Cantonment Executive Officers Service (W25).

(cli) The Commission do not dwell at length on the recommendations of the Wilmot Report as they presume it will come under the consideration of Government. They however accept the general suggestion that the scales for Ordnance employees should be modelled on the Railway scales as far as duties are comparable. (W20).

(clii) For staff of the M. E. S. of different grades, scales for corresponding grades in the C. P. W. D. are recommended (W13).

Y.—Chief Commissioners' Provinces

(cliii) Recommendations are made on the basis that the existing practice of having joint cadres with adjoining provinces will continue. If separate Central cadres are formed, the scales of pay should be those recommended for Central employees (Y6); for ministerial and lower grade staff of the offices of Chief Commissioners and subordinate offices respectively the scales of pay for offices of heads of departments working directly under the Government of India and scales for subordinate departmental offices should respectively apply. Additional remuneration would be justified for service in Baluchistan, Andamans, etc. (Y-8 to 10).

S. VARADACHARI,
Chairman.

The 3rd May 1947.

K. R. P. AIYANGAR,
(*Secretary*).

APPENDIX A

QUESTIONNAIRE

"A" CLASSIFICATION OF SERVICES.

1. Civilian posts under the Central Government, whether paid from Civil Estimates, (including Posts and Telegraphs and Railways), or chargeable to Defence Estimates, are generally classified into Class I, Class II, Subordinate and Inferior Services. Do you consider that this classification requires any modification generally or in respect of any particular department or class or classes of employees? If so, what modifications in the present classification and nomenclature do you suggest?

2. If you propose any alternative classification, what broad criteria would you suggest for the differentiation of duties and responsibilities of posts to be included in each category?

"B" STANDARDS OF REMUNERATION.

3. What tests and standards would you suggest as appropriate bases to be adopted in fixing the salary or remuneration of the various grades of employees above referred to when Indians recruited in India are appointed to those posts? Please illustrate your views by working out scales of pay on that basis for any of the services with which you are familiar?

4. If in any circumstances recruitment has to be made of non-Indians from outside India for any posts or services, how should the remuneration be fixed in such cases *vis-a-vis* the rates prescribed for Indians?

5. What is your opinion as to the fairness of the present standards of remuneration for different grades and categories of Government employees? If you are not satisfied about it, on what lines and to what extent would you suggest revision of the existing scales of remuneration, in respect of the different grades and the different departments of Central Government employees?

6. It has been said that Indians holding posts in the public service in India should not be paid more than public servants doing comparable work in England. Do you consider this a valid criterion to apply in judging standards of remuneration for posts in India?

7. Do you consider that the only test which should be applied to judge of the adequacy of remuneration for posts under Government is the criterion whether Government is paying the market value for the class of recruit and no more?

8. In case you agree with the view referred to in the last question, in respect of what categories of Government employment do you consider the application of this principle practicable, and how far, in your opinion does the present standard of remuneration for these categories diverge from that prevailing in comparable outside employments?

9. As it may be possible to recommend any long-term arrangement in respect of the pay of public servants except with reference to a tolerably stable level of prices of foodstuffs, clothing and other essential commodities, would you venture any suggestion as to when during the next few years

the level of prices in India may be expected to attain a reasonable measure of stability and at what level they are likely so to stabilise, taking the prices prevailing in 1932 to furnish the datum line?

NOTE.—1932 is adopted as a convenient date because a general revision of salaries in many departments seems to have been made in or about 1932.

"C" RATIONALISATION, SIMPLIFICATION AND UNIFORMITY IN PAY TERMS.

10. Do you consider it proper that there should be uniformity of payment for similar kinds of work as between different departments and different sections of the same department and as between the Centre and the Provinces and in all the Provinces? So far as you are aware, is there any dissatisfaction on the score of disparity in earnings in regard to any specific grades or posts in any department under the Central Government?

11. If you think that uniform scales should be prescribed on an all-India basis for all similar categories of posts under the Central Government, whether the cost is met from the Civil, Railway or Defence Estimates what would, in your opinion, be the proper method of allowing for variations in local conditions?

12. To what extent should the pay scales allow or make special provision for a liability to serve in all parts of the country or a liability to overseas service?

13. (a) Do you consider the structure of the present pay scales of services convenient, adequate and satisfactory?

(b) In particular, are they calculated to secure a proper differentiation between grades of responsibility and to secure that Government get a fair return for the scale of remuneration paid to its employees? Would you suggest any, and if so, what modifications?

14. What is your experience of the results of the working of time scales in Indian services?

15. In particular, does the working of the progressive time-scale secure adequate reward for merit and afford an incentive for efficiency; to what extent should the principle of merit and of seniority be respectively adopted in the matter of promotion; and how far is the present system of promotions between grades satisfactory (a) as between the basic scale and selection grade of a service, and (b) as from a lower to a higher service?

16. Do you favour the abolition of the distinction between the old and the new scales of pay and the prescription of a uniform scale for each category of posts?

17. Do you consider a reduction in the number of time-scales or a reduction in the length of existing time-scales desirable for ensuring a better grading of duties or responsibilities of posts of a like or similar character with a view to rationalisation?

18. Is the present practice of granting dearness allowance and war allowance to meet the temporary steep increase in the cost of living due to conditions created by war quite satisfactory? Would you recommend that the whole or any part of the dearness allowance might be absorbed in future pay scales in the event of a decision to revise them in an upward direction?

19. If a new scale of remuneration were fixed now how would you provide for its adjustment to meet future variations in prices or cost of living; alternatively, is a sliding scale of remuneration which would provide automatically for increases in the cost of living preferable and practicable; if so, would you allow this method of remuneration to all grades of public servants or only to some; in the latter case, to what grades would you allow the benefit of such a provision?

20. Apart from the endeavour to neutralise the effect of the rise in prices by a corresponding increase in pay, do you consider it necessary or proper that in the case of some classes of public servants the existing scales of pay should in any event be increased on the ground that even at the time they were fixed they were inadequate to enable the Government servant to maintain himself and his family at a reasonable level of health, comfort and efficiency? If so, to what classes of public servants would you allow this increase and at what rates and on what principles would you fix the increase to be allowed on that ground?

21. Do you favour equal pay for equal work irrespective of difference of sex, or would you allow special rates of pay for women employees working in categories to which they are eligible along with men?

22. What principles should, in your opinion, be observed in regard to fixation of basic rates of pay of unskilled labour? What would you consider a proper basis of differentiation between unskilled, semi-skilled and skilled labour? Having regard to your replies on these points what do you consider should be the principles to be followed in respect of the remuneration of daily-rated employees of Government:—

(i) to ensure a fair wage;

(ii) to provide for variations in the wage levels; and

(iii) to secure adequate remuneration for piece-workers?

23. In regard to terms of remuneration would you make any difference between employees of industrial or commercial departments of Government and employees on the non-industrial or non-commercial side?

24. Have you any suggestions to make in regard to:—

(i) Holidays for public servants;

(ii) hours of work of public servants;

(iii) payment of overtime and other allowances;

(iv) the working of the daily rate system in regard to Government employees;

(v) the piece-work system in its application to Government employees?

25. Have you any other proposals to make in regard to the conditions of salary not covered by answers to the above questions?

"D" LEAVE.

26. Is the present practice under which widely different sets of rules govern the grant of leave to different classes of Government employees working satisfactorily?

Having due regard to the variation in the conditions of employment and the differences in the nature of the duties and responsibilities of different grades and classes of Government servants, to what extent can leave terms be rationalised and simplified?

27. Under existing leave rules, to what extent do public servants or particular classes of public servants normally take:—

(a) all the full-pay leave due to them;

(b) all the leave on half pay that may be admissible to them?

28. Do you consider any changes necessary in the existing rules and limitations relating to remuneration during leave other than leave on full pay? If so, what changes do you recommend?

29. Do any of the present leave rules applicable to different classes of public servants cause administrative inconvenience or hardship to employees and if so what remedies or modifications would you suggest?

30. Do you consider the present leave terms adequate—

(a) for affording sufficient recuperation to staff; and

(b) for affording facilities for those desirous of doing so to improve their professional qualifications?

31. In regard to terms of leave, would you make any difference between employees of industrial or commercial departments of Government and employees on the non-industrial or non-commercial side?

32. Have you any other proposals to make in regard to conditions of leave not covered by answers to the above questions?

"E" RETIREMENT BENEFITS.

33. What, in your opinion, will be the best method to secure adequate provision for a Government servant and his family against the two eventualities of retirement and death?

34. Have the present rules regarding retirement from Government service and the grant of pensionary benefits or gratuities including the alternative of contributing to a Provident Fund, been found inconvenient or inappropriate? If so, what changes do you consider desirable in respect of—

(a) the age of retirement;

(b) the minimum service qualifying for retirement;

(c) the scale of pensions, additional pensions and gratuities; and

(d) the basis with reference to which average emoluments are calculated?

35. Do you consider that the existing pension rules for pensionable employees afford the same net advantages as the Provident Fund Rules applicable to Railway employees? Do you consider any change in the existing system of pensionary benefits justified so as to provide for a measure of family provision, especially in the case of persons dying in harness without

pension or a pensioner dying soon after retirement? What sort of scheme would you prefer:—

(a) surrender of a given amount of pension so as to obtain a capital sum to be paid to dependent beneficiaries; or

(b) a reduction in the existing scale of pension with an alternative supplementary benefit in the shape of a contribution to a Provident Fund or a Family Pension Fund, or a special contribution or gratuity based on the public servant's length of service and assessed at a given proportion of pay, for example half or one-third of a month's pay for each year of service;

(c) compulsory State insurance;

(d) revision in the terms of commutation of pension?

36. Do you consider the existing Provident Fund Rules applicable to different classes of Government employees adequate to secure a proper provision for the family of an employee or an appropriate benefit to the employee himself on retirement which will be fairly equivalent to the pensionary benefit? Would you recommend a surrender of any Provident Fund benefits and substitution therefor of pensionary benefits?

37. Do the rules governing Provident Fund benefits to non-pensionable public servants, other than Railway employees, afford an equal benefit to the employee and his family as the rules applicable to Railway employees? Would you suggest any changes in the former rules?

38. In regard to retirement benefits, would you make any difference between employees of industrial or commercial departments of Government and employees on the non-industrial or non-commercial side?

39. Have you any other proposals to make in regard to retirement benefits not covered by answers to the above questions?

40. To what extent has effect been given to the recommendations of the (Whitley) Royal Commission on Labour in India, so far as they related to wage standards, pay system, and rules governing leave, provident fund and gratuity for the benefit of Railway employees?

"F" CONCILIATION MACHINERY.

41. Do you consider the existing rules—

(i) providing for grant of recognition by Government to Employees' Associations;

(ii) permitting representation to the authorities by employees, individuals or otherwise;

(iii) authorising authorities to pass orders of fine, suspension, demotion, discharge or dismissal; and

(iv) giving the employees a right to appeal or seek redress against such orders, adequate to protect the interests of employees? If not, what additions or modifications would you suggest?

42. What do you consider to be the best machinery for resolving differences between Government and its employees?

43. Is the introduction of the Whitley Council system in regard to Government services desirable?

44. As regards the conciliation machinery, would you make any difference between industrial and commercial departments of Government activities and the non-industrial or non-commercial side?

45. Have you any other suggestions to make in regard to the conditions of service of public servants?

APPENDIX B

Notes of Discussions at a Conference between the Members of the Central Pay Commission and Provincial Representatives held on Wednesday (16th October 1946) and Thursday (17th October 1946).

The Conference met in Room No. 2, North Block Secretariat, at 10-30 A.M. on Wednesday, 16th October, 1946:—

Sir S. Varadachariar in the Chair

Members present

Mr. Joshi, Lt.-Col. Chatterjee, Mr. Srinivasa Rao, Mr. Gadgil, Mr. Lallubhai and Sardar Mangal Singh.

Names of Provincial Representatives

Madras .	. Honourable Mr. K. R. Karanth, Revenue Minister, Madras. Mr. C. O. Coorey, M.B.E., I.C.S., Deputy Secretary, Finance Department.
Bengal . .	. Mr. B. N. Chakravarty, O.B.E., I.C.S., Additional Secretary, Chief Minister's (Estabts) Department. Mr. R. J. Pringle, M.B.E., I.C.S., Special Officer and Deputy Secretary, Chief Minister's (Estts.) Department.
United Provinces	. Mr. L. P. Hancox, O.B.E., C.I.E., I.C.S. Mr. Joshi, Assistant Finance Secretary.
Bombay . .	. Mr. B. Venkatappiah, I.C.S., Finance Secretary.
Punjab . .	. Mr. B. R. Tandon, C.I.E., I.C.S., Finance Secretary.
Bihar . .	. Mr. P. P. Agarwal, I.C.S., Deputy Secretary, Finance Department.
C. P. & Berar .	. Rao Sahib Krishnan, Under Secretary on Special Duty (Observer).
N. W. F. P. .	. Mr. A. N. Mitchell, O.B.E., I.C.S., Finance Secretary.

Sir Hugh Hood, Secretary, Finance Department, Government of India, was also present.

At the outset, the Chairman explained to the Provincial Government representatives the object of the Conference, which was to enable the Pay Commission to have an informal discussion with representatives from the Provinces, so that there could be a free exchange of views before the Commission reached their conclusions. On the points listed in the Agenda, it was intended to record the sense of the Conference. Delegates from the Provinces stated that in some cases, Provincial Gov-

governments had not come to any definite conclusions on the subjects detailed in the Agenda while in others the Provincial Government representatives had been asked to state their views in their personal capacity—Except in the case of Madras, where the views were represented by a Member of the Government, it was understood that the conclusions recorded for the information of the Commission were not to be taken as the views of the Provincial Governments.

Classification of the Services: (Item 1 on the Agenda).

The opinion expressed by most of the representatives of the Provinces was that it was desirable to keep up the distinctness of Classes I and II of the services, but a fair percentage of officers of Class II must be promoted to Class I. Many of the representatives were of the opinion that such promotion should take place fairly early in the career of an officer; some thought that the proportion of officers to be promoted to Class I from Class II might be as high as 50 per cent. while others felt that it would be better to fix it at somewhere between 25 and 35 per cent. The promotion should be by a process of selection by some responsible agency on the principle of seniority *cum* merit. Some representatives suggested that to avoid discontent among persons of much the same calibre if they should be selected through the same examination (when some of them might be fortunate enough to enter into Class I while others had to enter into Class II), it would be better to have separate examinations with different standards for the two classes. The representatives from the N.-W. F. P. wished to make it clear that the number of officers to be promoted from Class II to Class I should not be fixed by way of definite reservation, as that might either deprive deserving officers of their chances of promotion, if reserved places were not available at a particular time or necessitate the promotion of undeserving people to make up the reserved number. He preferred that it should be more in the nature of a convention than any binding rule. The view of the U.P. representative seemed to be that it would be unnecessary to maintain the distinction between Class I and Class II Services, once the all India services ceased to function.

Gazetted Rank: (Item 2).

As regards officers who are to be declared entitled to gazetted rank, it was pointed out that there was on the whole very little cause for complaint in the services, so far as was known to representatives here, though the question was one of some importance as bearing upon the dignity of officers. It was generally felt that it would be best to leave it to each administration to decide the classes of officers who should be awarded gazetted status.

Pay Scales for Central Services and their relation to provincial scales: (Items 3, 4, 5 and 6)

These questions were dealt with together. The general feeling was that in respect of such officers of the central services as serve in the Provinces and are not liable to transfer outside those provinces, parity should, as far as possible, be maintained between the scales prescribed for such central service officers and corresponding office workers in the services of

the various provinces. An all-India scale was not considered desirable in respect of this class of officers. As regards gazetted officers of the Central Services or officers liable to transfer to all parts of India, it was recognised that it would be more convenient and justifiable to have an all-India scale. Such a scale may be somewhat higher than scales prevailing in the provinces for holders of corresponding posts, because some allowance has to be made for additional expenditure that they may be put to when they are transferred from one place to another, such as maintenance of two establishments. This is independent of the question of compensatory allowance to be granted to persons serving in particularly costly stations. The Punjab representative desired to add a rider that the number of transferable officers should as far as possible be limited to the extent necessary to secure efficient administration.

It was desired that in respect of categories referred to as non-transferable, there should as far as possible be complete parity of emoluments between the central Government servants and provincial government servants. It was also pointed out that this was particularly important in respect of technical personnel as it would be very difficult for the provincial governments to find and retain the technical personnel required for their post war plans if the Government of India should offer more attractive terms. When a question was put as to the possible parity of pay between a post-man and a police constable or process server, some representatives thought that reasonable parity was required between the two kinds of service and parity in pay should be maintained between them.

Market Value principle in fixing pay Scales: (Item No. 7).

There was a general disinclination to attach undue importance to the 'market value' test. Many of the representatives pointed out that to the extent to which any public servant should have at least a living wage he ought not to be denied it. On the other hand, it was pointed out that the public service offered obvious advantages, like regular increments, security of tenure, pension etc., which were likely to make such service more attractive than private service. These considerations should also weigh in attempting to fix any parity between the terms offered to a public servant by Government and the terms he was likely to get under a private employer. It was however emphasised that it would not be proper for Government to exploit either physical or intellectual labour. The Madras representative went so far as to suggest that the obvious advantages associated with Government service would justify Government offering even less favourable terms than private employers. The other representatives were not sure that this would be right.

In this view it was considered unnecessary to express any opinion on the second part of the Question.

Stabilised price-level: (Items 8 and 9).

It was agreed that basic scales of pay might be fixed on the assumption of a possible stabilisation of the cost of living index at a not distant future at 160/175, taking the pre-war base to be 100.

Some typical pay-scales: (Item 10).

The Madras representative stated that the existing scales of pay for the clerical services in that Presidency were Rs. 30 to Rs. 55 in the lower division and Rs. 55 to Rs. 70 in the upper division, with certain special

categories for Madras city where, in what is described as "A" class office, like the Revenue Board, there was a scale of Rs. 50 to Rs. 100. In the Secretariat, the corresponding scale was Rs. 60 to 150. In addition dearness allowance was being paid according to the scales prescribed by the Government of India and also a house allowance of Rs. 7 in Madras and Rs. 5 in mofassil towns with a population of more than 50,000. He further stated that in revising these scales, it was proposed to raise the pay of the lower division to a scale of Rs. 45 to Rs. 80 and of the upper division to a scale of Rs. 70 to Rs. 100; the scale in the Revenue Board would be raised to one of Rs. 70 to Rs. 115 and the scale in the Secretariat to one of Rs. 75 to 150; it was also intended to pay Rs. 5 beyond the above scales to graduate clerks entering the lower division. He represented that having regard to the conditions of living in Madras and the scales of emoluments obtainable by people of this class from business firms in the city, the proposed scales were quite fair and adequate.

For purposes of comparison, reference was made to the Punjab scales introduced in that province in 1945. In the Punjab, the scales seem to be as follows:—Rs. 50—3—80—E.B.—4—100 for junior grade clerks in the districts and Rs. 60—4—80—E.B.—5—120 for upper division clerks in the Mofassil, and in the Secretariat Rs. 60—4—80—5—120 for junior clerks and Rs. 90—5—120—5—175 for senior clerks. For Assistants, the Punjab has a scale of Rs. 80—5—110—5—150 in subordinate offices and Rs. 150—10—200—10—300 for the Secretariat. Public servants residing in the city of Lahore are paid a Corporation allowance varying from Rs. 7 to Rs. 10 per mensem. The scales in some of the other provinces about which information was given seemed to approximate to the Punjab scales more than to the Madras scales. In Bihar, we were told, the following are the scales respectively obtaining in the Mofassil and in Patna. In the Mofassil, the lower division clerk has a scale of Rs. 30 to 60 and the upper division clerks have varying scales between Rs. 65 and Rs. 210. Persons employed in certain cities classified as "costly" receive a compensatory allowance in addition. In Patna, the salaries in the attached offices are Rs. 45 to Rs. 95 for the lower division and Rs. 110 to Rs. 170 for the upper division. In the Secretariat they are Rs. 90 to Rs. 130 in the lower division and Rs. 125 to Rs. 210 in the Upper division. The Madras representative pointed out that so far as the clerical grades were concerned the disparity between Madras and the other provinces was not great as to make it difficult to give effect to the resolution already recorded that as regards the ministerial services under the Central Departments their scales might be fixed at par with the provincial scales as far as possible.

The representative from Bengal informed the conference that as a result of inquiries as to the cost of living among the *bhadralog* class, outside the city of Calcutta, the Government had been given to understand that Rs. 80 to Rs. 185 was considered a living wage for families of that class.

Dealing with the lowest grades, such as peons, police constables, jail warders, etc., the conference was given the rates shown in the appended list as the rates prevailing in the various Provinces. While the representatives of the Provinces showed every willingness to give the best consideration for the welfare of these classes of employees, they were unwilling to commit themselves to any figures which would place an unduly heavy strain on the Provincial revenues. Many of them also gave the confer-

ence to understand that in the different Provinces there was at present no real difficulty in finding recruits to these services at the rates that are now being paid. The representative from Bengal, however, expressed doubts as to whether the present rates would prove acceptable in his Province.

Between the classes above referred to and the clerical classes there are intermediate grades like those of daftries, storers, record keepers and so on, who are somewhat more literate and are paid at scales intermediate between those of the classes above referred to and the clerical grades.

Dealing with the upper grades of the Subordinate (non-gazetted) services, the representatives from Madras, Bengal and the Punjab gave the information contained in the appended note as regards the relative scales of pay for P.W.D. officers, Forest rangers, Co-operative District Inspectors, Agricultural Assistants, Inspectors of Police, Tahsildars, Excise Inspectors and the Veterinary Assistant Surgeons in those provinces. In Bengal and Bihar, the Sub-Deputy Collector was said to correspond to the Tahsildar in the other provinces. The representatives from the U.P., Bihar and the N.-W.F.P. pointed out that in their provinces the scales settled in 1931 still continued in force and as revision of those scales was under consideration they had nothing to add to the discussion of this question.

As regards the Gazetted Services, information was given as to the scales prevailing in the various provinces for Class I and Class II Services, the Provincial Civil Services and selection grades and the salaries of heads of departments. The Madras representative stated that there was not any serious discontent in his province in these services as regards their rates of pay and there was no intention of raising them. In the Punjab, a revision has recently taken place. In the N.W.F.P. proposals for revision were under consideration. The position in the U.P. and Bihar as also in Bengal and Bombay was that even in the higher grades of the services an upgrading was expected particularly in respect of Class II officers.

Thursday—17th October 1946

Time Scales—(Item 12)

As regards the length of time scales, one view presented was that this question must be determined in the light of the structure of the particular type of service under consideration because if that structure afforded fair chances of promotion from stage to stage in the normal course, it would hardly be necessary to provide for a long time scale. It was also pointed out that there should be another differentiating factor, namely that in grades to which people go by promotion and not by direct recruitment, a long time scale might not be necessary because the public servant would already have served for a number of years in the lower scales. Subject to these considerations it was the general view that a time scale of 20 to 22 years would be reasonable so as to give the public servant a sufficient number of years to serve on the maximum of his scale.

As regards the possibility of having two scales for the same kind of job, it was pointed out by the U.P. representative that it was likely

to cause heart-burning in the services if for doing the same kind of work one set of people should be paid on one scale and another set of people should be paid on another scale; and other representatives also concurred in that view.

As regards the way in which the increments should be arranged, two views were put forward. The Madras representative suggested that particularly in the lower grades, where the minimum was comparatively low, it was desirable to help the public servant to reach a higher salary comparatively early in his career. He accordingly preferred that the increments should be higher in the earlier stages of a man's career and they might well be lower in the later stages, as he would have reached a decent salary by that time and it might even be assumed that his efficiency would have already passed its maximum. On the other hand, it was pointed out that a smaller increment at the later stage of one's career would bear such a small proportion to his salary at that time that it would hardly be satisfying. The North West Frontier Province representative explained that if the increments could not be made large at that stage without considerably raising the maximum of the grade, it might be expedient to make the increments biennial or triennial, and give a decent increment at the end of two or three years. A third alternative put forward by the representative from Bengal was that it would be convenient to have the highest rates of increment during the middle period of a man's service, with lower rates of increment both at the earlier stages and at the final stage.

Fixation of Existing Personnel in the Revised Scales: (Items 17 & 18). So far as persons who entered service before 1931 were concerned, the general opinion was that their position should not be prejudiced whatever might be the revised scales. As regards persons who entered service after 1931, it was generally agreed that in bringing them under any revised scales, the principle suggested in clause (c) of question No. 18 on the Agenda would be fair. It was also the general feeling that even the old entrants should be given the option to come under the revised scales.

APPLICATION OF THE MINIMUM WAGE THEORY

(Items 42—44)

It was agreed that the minimum wage theory was the ideal to be kept in view, but many representatives expressed doubts as to the capacity of their provinces to pay their lower grade employees anything more than Rs. 35 to Rs. 40, or at the most Rs. 45, all told (that is inclusive of basic salary, dearness allowance and house allowance). It was however recognised that if in course of time with a definite decrease in recruitment in these services, the number of people to be paid was substantially reduced, it might be possible to improve their pay. The Bombay representative however thought that if the minimum wage was ascertained in a reasonably realistic way and not with reference to abstract standards, it would be found that what was being paid today even to the lowest grade of public servants in Bombay would not fall short of such a minimum wage. The representative from Bengal pointed out that in his Province, especially in the industrial areas, it was becoming increasingly difficult to find recruits for the lower grades of public service at the rates which the Government was able to offer since, for the time being

at any rate, Industry was able to pay this class of servants higher wages. But he nevertheless felt that with reference to the resources of that Government, it might not be able to pay more. The Punjab representative also drew attention to the fact that nearly all the provincial Governments were now intending to embark upon costly post war plans which would involve heavy recurring expenditure and interest charges and till these plans were able to produce any large revenue, it would not be fair to throw on the provincial finances the liability to pay higher rates of emoluments to such services than what was now being paid in the Punjab province. In determining the minimum wage, it was pointed out that agricultural wages varied very considerably from place to place and from year to year and also between one part of the year and another part of the year; the general opinion therefore was that it would not be practicable to attempt to co-relate the wages of public servants to agricultural wages. It was accordingly felt that all that could be done immediately was for each provincial government to constitute something like an *ad hoc* committee to decide what would approximately be a fair living wage under present conditions and that if and when regular Wage Boards appointed under the contemplated Minimum wage legislation functioned and laid down standards, it would be time for the Government to see how exactly the rates of pay fixed for public servants should be co-related to the minimum wages that might be so determined.

DEARNESS ALLOWANCE

(Items 19 to 25).

By way of initiating the discussion, it was stated by the Chairman that it seemed logical to provide for higher rates of dearness allowance to the lower paid public servants, and accordingly it would not be proper merely to adopt a percentage of pay as the basis for determination of dearness allowance. Indeed, the present practice also did not proceed on that basis. It was also explained that the proper course would be to provide by slabs for different levels of pay, and also to provide for diminishing rates of dearness allowance as the cost of living index fell, taking the steps by 20 points each time. On these lines, certain figures were suggested as bases for discussion. The principles suggested were accepted but all the Provincial representatives pointed out that if the figures mentioned were to be actually adopted and in addition there was to be an increase in the basic pay also, it would be impossible for the Provinces to foot the bill. It was also represented by many of the representatives that what was at present being paid to the various grades of employees in the different Provinces (taking the aggregate of basic pay, dearness allowance and other allowances) was on the whole accepted as satisfying the needs of the public services, and that it was not really necessary to raise the amount any further.

It was urged by the Bombay representative that as between dearness allowance and basic pay, it would probably give greater satisfaction to the services to give them an increase in the basic pay; and this was an additional reason for keeping down the rate of dearness allowance, though the total amount paid to the employee might be more or less the same. It was finally suggested that it might embarrass the Provinces if the Pay Com-

mission should recommend any substantial increase in the dearness allowances now paid because they would be compelled to follow suit and this would put an impossible strain on their finances.

The general recommendation, therefore, was that this subject had better be left to remain as it now stood.

The system of concession in kind as part of dearness allowance seemed to be in vogue only in Bengal; and the Bengal representative considered it desirable to continue that system. But no such system appeared to be in vogue in the other Provinces and their representatives had accordingly no remarks to offer on this point.

Dearness Allowance for pensioners

The Punjab Government representative was not in favour of the increase of dearness allowance to existing pensioners beyond what was now being paid to them. From the point of view of the efficiency of the service, he said there was good reason to keep the men still in service contented, but this reason had no application to those who had already retired. Even as regards people who might retire in the future, the Punjab representative would advocate only the continuance of the present system of dearness allowance as their pension would be calculated on the basis of the higher basic pay to be fixed as the result of the revision now contemplated. The other representatives were prepared to consider the suggestion of increased dearness allowance to pensioners, if finance permitted. For the present they thought that the proper course would be that both to past pensioners and to future pensioners, dearness allowance, at one-half of the rate prevailing at the time should be paid to persons whose pension might be less than Rs. 100 or 150, the rate of dearness allowance being calculated by treating the amount of pension as their pay for the time being; but they did not wish to commit themselves to any particular recommendations on this point till their exact financial implications had been considered and determined.

The Bengal representative would draw a distinction between those who had already retired and those who might retire hereafter. He would consider the last mentioned suggestion with reference to those who might retire hereafter, but not with reference to those who had already retired.

The Bombay representative went so far as to suggest that instead of awarding dearness allowance to pensioners, the pension of those who had retired, say after 1943, might be recalculated with reference to what might hereafter be fixed as the basic pay, and that both for them as well as for future pensioners the increase in the pension resulting from such calculation with reference to the revised basic pay would be a sufficient allowance.

HOLIDAYS

(Item 26)

There was no inclination to increase the number of holidays; but no definite view was reached on the question whether sectional holidays were to be abolished or to be treated as closed holidays for all communities. One representative expressed the view that sectional holidays when granted should be debited against the casual leave allowed to members of that community but this did not meet the objection that sectional holidays tend to dislocate the work in the office

LEAVE RULES

(Item 31)

It was agreed that with certain modifications in the direction of liberalising them, the Revised Leave Rules might continue in operation. One change deemed particularly necessary was to provide for part of 'sick leave' being on full pay. There was no disposition to encourage the accumulation of earned leave beyond 90 days if only it was made sure that leave would not be refused to any applicant (when asked for) on the ground of exigencies of the service.

CALCULATION OF LEAVE, ALLOWANCE AND PENSION

(Items 32, 37 and 38)

No definite view was expressed on the question whether leave allowance and pension should be calculated on the average of 12 months' pay or 3 years' pay or on the question whether they should be calculated only with reference to substantive pay or should also take officiating pay into account.

RETIREMENT AND RETIREMENT BENEFITS

(Items 33 to 41)

There was a general disinclination to interfere with the existing rules as to the age of retirement, but it was considered that if a public servant wished to retire after the completion of 25 years' service or on attaining 50 years of age, he might be permitted to do so, not on full pension but on proportionate pension. The Bombay representative contradicting the assertion made by certain witnesses before the Commission, pointed out that it was erroneous to think that retirement on full pension was permitted in that province on completion of 25 years' service, or on attaining 50 years of age. The Bengal representative suggested that in cases in which the Government exercised its power of retiring a person on completion of 25 years' service it would be fair that such persons should be awarded full pension.

Opinion was divided on the question of the feasbility of substituting an insurance-*cum* pension system in place of the present pension system. Some of the representatives did not feel sure whether public servants would be prepared to accept this arrangement unless Government was prepared to increase its liabilities under the head of pension, by contributing towards the insurance premia without any substantial reduction in the pension. It was pointed out that when this question was examined in 1928, the conclusion was that public servants were not likely to accept such an arrangement. The representatives were however definitely of the view that some provision must be made to meet the cases of public servants dying in harness or dying shortly after retirement. The opinion was also expressed that it was desirable to have some scheme under which a public servant would receive some lump sum payment at the time of his retirement whether from a Provident Fund or by way of gratuity or as insurance amount – though it was also necessary that he or his family should receive some recurring payment in the form of pension or annuity. The details of the appropriate scheme were left to be worked out on expert advice. There was no time to discuss the question of raising the ceiling limits of pensions (item 36) or of changing the rules relating to commutation (item 41).

CONCILIATION MACHINERY

(Items 45 to 47)

The desirability of having satisfactory conciliation machinery was recognised all-round, and it was also felt that whether or not the Whitley Council system was exactly adopted in all details, such machinery would do well to include representatives of the State as well as representative of the services and, if possible, one or two independent people also. The Madras representative would, however, limit this requirement to employees concerned with the industrial or commercial activities of Government. As to what was to happen in the event of conciliation not proving successful, there was great hesitation on the part of some representatives to express any opinion. One or two felt that it would not be right to permit public servants to go on strike except perhaps in the case of purely commercial or business concerns run by the Government. As regards the possibility or utility of compulsory arbitration, difficulty was obviously felt in suggesting that Government should always be bound by any award that the arbitrator might make. But if Government was not to be bound, it would seem illogical to hold the other side bound by the award. At best, the award in such circumstances would only be regarded as an indication of what a fair method of settling the dispute would be, and the matter must ultimately be left to public opinion to judge as between the Government and its employees concerned in the dispute.

APPENDIX

(A) *Lower Grade Posts.*

	New	Proposed
Madras—		
Peons	12—17	16—25
Dafadars	17½—22	30
Police Constables	22—30 (Madras City)	25—35
Head Constables	35—42 (,, ,,)	25—45
Jail Warders (*i*)	24—28	27—32
Jail Warders (*ii*)	16—21½	20—25
(House allowance : Rs. 5 in city and Rs. 3 in mofussil.)		
Attenders	30—41	
Punjab—		
Peons	15—1—19	
Jamadars	22	
Police Constables (Ordinary grade)	30—½—31—1/7—32—1/7—33.	
Police Constables (Selection grade).	33—½—41	
Head Constables	40—1—45/1—50/1—55.	
Bengal—		
Peons	16—20 (Rs. 2 in Calcutta *plus* Rs. 2 house allowance in Calcutta).	
Bengal Police	24—28 ⎫ Free qrs.	
Calcutta City Police	29—33 ⎭	
Jail Warders	24—30	
Head Warders	40—47	
Bombay—		
Police Constables (Bombay City)	23—31 (Rs. 4 house rent or free qrs.)	1946 40—46 (+10 interim relief + D. A. + free qrs.)
Police Constables Mofussil	13—18 (no free qrs.) + temp. increase of 5 + D. A.	30—35 (5 interim + free qrs. + D. A.)
N. W. F. P.—		
Police same as in the Punjab.		
United Provinces—		
Peons	15—19 (*plus* Rs. 2 or city allowance.)	
Jamadars	20—25	
Police Constables	24—30 (4 to 2 as city allowance).	
Jail warders	23—32	
Head warders	34—45	
Bihar—		
Peons	10 (non-Sectt.) + 3 recently added (13 to Sectt. Peons).	
Jamadars of H. Ms.	20—25	
Central Provinces—		
Peons	11—1/5—15.	

(B) *Non-Gazetted Staff.*

	Rs.	
Punjab—		
1. P. W. D. Overseers	90 to 275.	
2. Forest Rangers	90—5—140/6—200/7—235/8—275.	
3. Co-operative Dist. Inspectors	90—5—140/6—200/7—235/8—275.	
4. Agr. Assistants	100—300 (B.Sc. hence slightly higher Sc.).	
Asst. Sub-Inspector	80—2—90/2—100.	
5. Sub Inspector of Police	120—5—160/5—180 with selection Grades as follows :— 1st grade . . . Rs. 210. 2nd Grade . . . Rs. 200. 3rd grade . . . Rs. 190. 4th grade . . . Rs. 180.	
6. Sergeants	200—5—250/5—300.	
7. Inspectors of Police	250—7½—325/7½—400 (non-Gazetted).	
8. Tahsildars	270—420 (Gazetted).	
9. Excise Inspectors	150—300	
10. Veterinary Assistant Surgeons	100—300	
Bengal—		
1. Overseers	60 to 200 (80 to 200)+ 10 increase.	
2. Forest Rangers	60—175 (Senior 200 to 300).	
3. Co-operative Inspectors	125—250	
4. Agricultural Inspectors	125—300	
5. Inspector of Police	150—275 (Bengal Police) + 12½ per cent increase. 200—325 (Cal.) + 12½ per cent. increase.	
6. Sub Deputy Controller	125—350	
Excise Inspector	125—350	
Madras—		
Police Inspectors	175—275	
P. W. D. Supervisor	80— 250	120—250 (Proposed).
Forest Rangers	75—200	90—250 (Proposed).
Tahsildars	175—250	(200—300)
Agr. Demonstrator	75—200	
Vet. Assistants	100—150	
Co-operative Inspectors	125—175	75—200 (Proposed).
Co-operative Sub Inspector	55—80	

(C) *Provincial Services.*

	Rs.
Punjab. Class I—	
Public Works Department Selection Grade in the P. W. D. S. E.	350—1,200 (except P. W. D.) 375—1,275 1,250—1,500 1,600—100—2,000
Class II—	
P. C. S. and Police (besides Selection Grade).	250—25—750 300—850
Bengal.	
Class I	300—1,000 (Selection Posts 1,150—1,300).
Class II	150—750 (before 1931) 250—850 for Benga Civil Service and 150—650 (for other services).
Bombay—	
Class I	300—900
Class II	170—500
P. C. S.	300—800

	Rs.
Madras—	
Class II	250—700
Next higher grade	700—1,000
Heads of Departments	1,100—1,500
N. W. F. P.—Followed the Punjab old scales till now.	
Class I	600—1,250 (Proposed).
Class II	250—750 (Proposed).
Upper Subordinate	350—600 (Proposed).
United Provinces (1931 rates).	
Class I	300—1,000
P. C. S.	250—800
Police	250—700
Class II	200—650
Heads of Departments	1,250—1,500
Bihar—	
Class I	300—1,000
P. C. S.	260—700 (Selection grade Rs. 850).
Police	200—600 (Selection grade Rs. 750).
Class II	200—700 (Selection grade Rs. 850).
Heads of Departments	1,250—1,750
P. W. D. (S. E.)	1,000—1,200

AGENDA FOR THE CONFERENCE WITH REPRESENTATIVES OF PROVINCIAL GOVERNMENTS ON THE 16TH/17TH OCTOBER, 1946.

"A"—Consideration of the general issues raised in the questionnaire of the Central Pay Commission and in particular the following points:—

(1) Necessity for having separate Class I and Class II Services.

(2) Claim for gazetted rank from members of certain executive, scientific and ministerial services.

(3) General relation of rates of pay of Provincial Services and Central Services.

(4) To what extent should there be all-India scales?

(5) In respect of what categories should there be greater parity between Provincial rates and Central Government rates?

(6) Should the differentiation be only in respect of the distinction between services with a liability for all-India transfer and other services?

(7) To what extent is the 'market value' basis applicable and will the grant of differential rates by the Central Government constitute a departure from this principle, where Central scales are at variance with provincial scales?

(8) What would be the level of stabilisation of prices at which basic rates can be fixed?

(9) Does the proposal to fix scales on the level of 160/175 which roughly corresponds to the level which prevailed for 3/5 years after the end of the Great War carry general approval.

(10) Consideration of certain typical scales.

(11) Should there be any differentiation in clerical work between 'routine' and 'noting' grades? If so, for a differentiation of responsibilities, should there be two grades for each category with overlapping scales?

(12) What would be an appropriate length of time-scales for ministerial services?

(13) Should there be different rates for graduate clerks and non-graduate clerks either as separate grades or in the same grade with higher start for the former?

(14) To what extent should there be reservation from direct recruitment grades for promotion to higher grades?

(15) Is the claim of Divisional Accountants to be placed on a par with S. D. Os. justifiable?

(16) Should there be zonal scales *e.g.*, separate scales for Bombay City and the motussil or should compensation for increased cost of living be given in the shape of a local allowance?

(17) If new scales of pay on an uniform basis are introduced what should be the attitude towards the rights old entrants to continue on their existing rates of pay and getting the old rates on promotion? Will it be right to bri the old entrants on to the proposed new scales?

(18) If new entrants are to be brought on to the old scales and if old entrants are to elect their scales what should be the method of fixation of pay in the proposed unified scales? Which of the following would be favoured:—

(a) A point to point fixation giving weightage for the full service rendered in the revised scales of pay as having been rendered in the proposed new scales;

(b) fixation at the next higher stage under F. R. 22 subject to the right conferred under F. R. 23;

(c) grant of a moderate weightage for persons with longer service in the nature of advance increments which may be allowed, say, one increment for three years' or five years' service in a given time-scale to be allowed over the corresponding level at which pay might be fixed under the second method above in the proposed new scales.

(19) To what extent can the present system of dearness allowance be rationalised? Will it be possible to relate it entirely to the fluctuations in the cost of living index when there are no uniform bases for such indices?

(20) To what extent should there be complete neutralisation, if any, for increase in the cost of living?

(21) If local allowances are given in addition to basic scales fixed on an uniform basis, is the grant of dearness allowance on an uniform basis without provincial variations justified as against allowances varying on a zonal basis?

(22) To what extent should a cash dearness allowance replace alternative concessions in kind like the food concessions?

(23) At what intervals and by what machinery should dearness allowance be readjusted to changes in cost of living?

(24) Should dearness allowance be in the form of a percentage of pay or in slabs and up to what limit of pay?

(25) The question of dearness allowance to pensioners, *i.e.*, those who have already retired and are in receipt of pensions as well as those who may retire in future.

(26) Rationalisation of holidays by abolishing communal holidays or making them closed holidays.

(27) Prefixing or affixing of public holidays to casual leave.

(28) Hours of work in offices and overtime for non-industrial categories.

(29) Claims for house-rent allowance, conveyance allowance and free medical attendance.

(30) Improvements of existing administrative machinery dealing with questions relating to promotion, discipline, punishment (particularly dismissal).

(31) Since the adoption of F. Rs. on an uniform basis may be deemed extravagant, would not the extension of the Revised Leave Rules with suitable improvements be an alternative to be preferred? Desirable improvements in these rules are:—

(a) retention of the present limit on accumulation but making it obligatory to grant leave freely and to waive the limit when leave is refused in the public interest;

(b) grant of three or six months sick leave on full pay;

(c) improved leave terms for temporary Government servants and for inferior servants.

(32) Improvement in the method of calculation of leave allowance *i.e.*, 12 months' versus 36 months' average.

(33) To what extent do the present rules regarding retirement require change.

(34) Is the raising of the age limit from 55 to 60 justified?

(35) Should voluntary retirement be permitted in all services on completion of 25 years service or 50 years of age? If so, should full pension *i.e.*, 30/60 be allowed instead of 25/60?

(36) Is the existing scales of pensions and additional pensions to be retained or could the latter be absorbed in basic pensions or should the present ceiling limits on superior pensions be raised? A justifiable ground for the last proposal would be the fact that the reduction of basic rates of pay and the denial of war allowance to persons on the higher pay scales would leave the pensioners very little in the nature of a surplus income during their service to augment the considerably attenuated scale of pension.

(37) Should the basis of calculation of pensions continue as 36 months' emoluments?

(38) To what extent may officiating pay be allowed to count?

(39) Should pensions be replaced entirely by a contributory provident fund system as in the Railways?

(40) Should pension be reduced in order to allow the following alternative benefits on retirement or death:—

(i) a gratuity of half a month's pay for each year of service subject to a maximum of 12 or 15 months up to a limit of Rs. 25,000?

(ii) State insurance of an employee for a capital sum based on the actuarial value of the cut made in pension say of 25 per cent. or by a reduction in the rate of pension from 1/60th to 1/70th per year of service?

(iii) Contributory insurance towards which both the State and the employee would pay an equal premium, the State contribution being equivalent to the actuarial value of the cut in pension?

(iv) complete substitution of insurance for the pensionary system?

(v) Provision in addition to the gratuity or a lump sum payment of a family pension in case of death in service or shortly after retirement for a minimum period—the benefit being within the limits of the actuarial value of the surrender made in pension.

(41) Should the system of commuting pensions continue, and if so, to what extent should the restrictions such as the requirement of a medical certificate or the existence of budget provision be waived?

(42) To what extent should the principle of 'minimum wage' be applied to the lowest category of Government employee?

(43) To what extent should such a 'minimum wage' be related to agricultural wages.

(44) How will the rate of payment to employees in Government industrial undertakings fit in with the contemplated 'minimum wage' legislation?

(45) The extension of the conciliation machinery to the case of Government servants.

(46) Practicability of following the Whitley Council system.

(47) To what extent should arbitration be made compulsory and the right of strike restrained in respect of Government employees generally or of employees in essential undertakings?

"B"—Any other points which representatives of Provinces may like to discuss.

APPENDIX C

COPY OF A D. O. LETTER No. 301-ADD. SECY./47, DATED THE 28TH MARCH 1947 FROM YAQUB SHAH, ESQ., ADDITIONAL SECRETARY, FINANCE DEPARTMENT TO SIR SRINIVASA VARADACHARIAR, CHAIRMAN, CENTRAL PAY COMMISSION.

As we read the report of the Commission, we understand that the Commission was aware that no cost of living index of the kind referred to in para. 73 is now in existence and the Commission expected that it would be possible to prepare, within a reasonably short period, an index that may be accepted as giving a fair average of all-India cost of living. The lines on which such an average is to be calculated are not easy to settle and it is understood that it will take considerable time before these lines could be satisfactorily settled and a proper all-India cost of living index on that basis prepared and linked with the standard of cost prevailing before the war. As the Government are anxious not to delay the implementation of the recommendations of the Commission on that account, Government would be glad to know whether they would be correctly interpreting the wishes of the Commission if they assumed that the dearness allowance of Rs. 25 and the corresponding rates for higher pay-ranges in that slab were regarded by the Commission as appropriate at the present level of prices whatever the exact figure of the cost of living index may work out for that period and that the table given in para. 72 represents the Commission's proposals regarding the regulation of increases and decreases in the dearness allowance for various pay ranges as the cost of living rises or falls, the index numbers being hypothetical and used for purpose of illustration only. The Government feel confirmed in this view by the fact that the reasoning of the Commission takes into account the opinions expressed by the Bombay Textile Enquiry Committee, by the D. G., P. & T. and by the Chief Commissioner of Labour though they do not all seem to relate to the same point of time. Further the recommendations do not differentiate between the middle class cost of living index and the working class cost of living index though in the reasoning given in the report such difference has been referred to.

As we are actively engaged in considering these recommendations at the moment I shall be most grateful if you kindly let me have a reply at your earliest convenience.

COPY OF A D. O. LETTER No. CPC/SEC./47, DATED THE 31ST MARCH 1947, FROM K. R. P. AIYANGAR, ESQ., M.B.E., SECRETARY, CENTRAL PAY COMMISSION TO YAQUB SHAH ESQ., ADDITIONAL SECRETARY, FINANCE DEPARTMENT.

Your D. O. No. 301-Add. Secy./47, dated the 28th March 1947 (addressed to the Chairman) was placed before the meeting of the Commission on the 29th March 1947 I have been asked to reply thereto as follows:—

The assumptions made in your letter are substantially right. It was the idea of the Commission that the rates of dearness allowance starting at Rs. 25 for the income slab up to Rs. 50 per mensem would be the appropriate rate at the level of prices prevailing in January 1947. This is made clear by the use of the expression 'at the present level of prices' in para. 46

and in two places in para. 49 of the Report. The members of the Commission were aware that there is at present no all-India cost of living index; but as they felt that it would be impracticable to work their dearness allowance scheme with different cost of living indices for different parts of the country, they preferred that an average all-India cost of living index should be prepared by the Economic Adviser for guidance in the working of the dearness allowance scale. The reference in various places in the Report to a cost of living index of 260 is a reference only to a hypothetical average figure. The Commission assumed that for some time past the price level had remained more or less the same—at what is referred to as the 'peak' in the opening sentence of para. 73—and they further assumed that if an average all-India cost of living index were prepared with reference to the level of prices obtaining in January 1947, the average might be about 260. That is why in the very first sentence of para. 72 of the Report the expression 'about 260' is used. Similarly in para. 50 also, the expression used is 'about 260'.

An attempt to prepare an average index for the whole country may be made along different lines, and it is not known what particular line the Economic Adviser would find most convenient to adopt and what figure may be reached by that process on the level of prices prevailing in various parts of India during January 1947. As it was the Commission's intention to recommend the Rs. 25 dearness allowance scale on the level of prices obtaining at the time of the Report *i.e.*, in January 1947 and 260 was only an assumed hypothetical figure, the figure reached by the Economic Adviser as the average cost of living index at the price level of that month may be taken to correspond to 260 in the Report and in the Dearness Allowance table in para. 72. What the Commission consider important is that once a particular method is adopted in calculating the cost of living index for all-India, the same method should be adhered to in calculating the future rise or fall in the cost of living index for the purpose of revising the dearness allowance.

COPY OF A D. O. LETTER NO. 324-ADDL. SECY./47, DATED THE 15TH APRIL 1947 FROM YAQUB SHAH ESQR., ADDITIONAL SECRETARY, FINANCE DEPARTMENT, NEW DELHI, TO K. R. P. AIYANGAR ESQR., M.B.E., SECRETARY, CENTRAL PAY COMMISSION, NEW DELHI.

Will you kindly refer to your D. O. No. CPC/Sec./31 of the 31st March 1947, which states the Commission's intention very clearly and removes a great practical difficulty? The Economic Adviser has now worked out an All-India average of selected urban cost of living indices. This average comes to 283 for the month of December 1946. As regards January, 1947, the Lahore figure is not yet available. A provisional figure worked out by the Economic Adviser comes to 281 but since the cost of living in Lahore has been rising (from 309 in October, 1946 to 326 in December, 1946), it may well turn out that the final All India average for January, 1947, will be the same as for December, 1946. Rounding this figure to 285, we propose to work the table of dearness allowance in para. 72 of the Report with a 25 points difference between the cost of living index worked out by the Economic Adviser and hypothetical figures used by the Commission.

2. Another practical difficulty has arisen in regard to the six monthly review of dearness allowance recommended by the Commission in para. 73 of the Report. A change in the rates of dearness allowance is to be made if the index figure for three *previous* months stands above or falls below the index figure for the next slab. However, the Economic Adviser's index figure will not be available to Government for about three months after the month to which it relates. Consequently the review will have to be based on the figures of the penultimate and not the previous quarter. As the Government's decisions on the Commission's recommendations are not likely to be announced before May next, it is proposed to hold the first review in September, 1947 when the All India average for April, May and June is expected to be available and thereafter every six months.

3. Government are most anxious not to depart from the recommendations of the Commission in regard to these matters and trust that the action indicated in the above paragraphs is in accord with the Commission's intentions.

COPY OF A D. O. LETTER No. CPC/SEC./30, DATED THE 30TH APRIL, 1947 FROM MR. K. R. P. AIYANGAR, M.B.E., SECRETARY, CENTRAL PAY COMMISSION, NEW DELHI TO MR. YAQUB SHAH, ADDITIONAL SECRETARY, FINANCE DEPARTMENT, NEW DELHI.

Will you kindly refer to your D. O. letter No. 324-Addl. Secy./47, dated the 15th April, 1947 in which it is proposed (a) to work the table of dearness allowance in para. 72 of the Report with a 25 points difference between the cost of *living* index figure (as rounded) as worked out by the Economical Adviser and the hypothetical basis used by the Commission and (b) to make the six monthly review recommended in para. 73 of the Report with reference to the last three months for which it is possible for the Economic Adviser to compute the index? The matter has been placed before the Commission and they agree to the course suggested.

APPENDIX D

RETIREMENT BENEFITS AND FAMILY PROTECTION

NOTE PREPARED BY MR. A. H. WILSON, MILITARY ACCOUNTANT GENERAL.

In my reply to question No. 33 of the questionnaire circulated by the Central Pay Commission I proposed the introduction of a combination of Pension, Contributory Provident Fund and short term Endowment Life Assurance, in order to remedy as far as possible the defects I see in the system now in operation.

2. Briefly these defects are:—

(a) Pension alone: this makes no provision of any kind for the family in the event of the death of the wage-earner before he has been able to effect commutation of a portion of his pension.

(b) Pension combined with ordinary Provident Fund: this is a very slight improvement on (a), but the provision for the family in the event of the premature death of the wage-earner is negligible.

(c) Contributory Provident Fund: this makes provision for the family to an ever increasing extent, but the amount is small in the earlier years. Moreover, the Government servant who lives to draw the balance is vulnerable, since he may lose it all by ill-advised speculation.

3. Under the scheme I propose, the Government servant who lives to retire will be protected against absolute destitution by the pension element, although, since the cost of Government's contribution to the Provident Fund and Endowment Policy will presumably have to be met from within the estimated cost of the pension at present earned, the pension will be smaller than at present. The protection for the family afforded by the Contributory Provident Fund will be augmented in the earlier years by the Endowment Policy. When the Policy matures, the proceeds will be added to the Contributory Provident Fund balance and earn interest in the normal way.

4. The Government servant will subscribe, to the Fund from the commencement of his service, month by month; and the Government contribution, equal to the twelve monthly payments made by the Government servant, will be added annually in arrears. When I gave evidence before the Commission on the 20th September, I stated that the Endowment Policy would be taken out at the end of the 5th year of service. On further consideration I have decided that this is too late, and I now propose that it be taken out at the end of the second year of service. I have two additional reasons for suggesting this date: (a) there will be a small accumulation in the Fund upon which to draw; and (b) since an officer spends his first two years on probation, it would be ill-advised to take out an Assurance Policy before he has been confirmed. I suggest that the Endowment Policy be for a term of fifteen years, for shortly before the end of that period a straight-forward Provident Fund out-distances Assurance.

5. In order to shew the effect of the scheme, I have worked out three hypothetical cases: namely, that of a clerk who subscribes 10 per cent. of his salary; that of an officer who subscribes 10 per cent. of his salary; and since it is possible that a subscription of 10 per cent. may be thought too heavy a burden on the individual, that of an officer who subscribes 5 per cent. of his salary. In each of these three cases I have assumed that the Fund earns interest at 3 per cent., that the rates of pay I proposed in my reply to the questionnaire are in operation, that the Government servant will be 27 years of age next birthday when the Endowment Policy is taken out, and that he retires on completion of 30 years service. In the case of the clerk, I have assumed that he remains a clerk throughout his total service: that is to say, he fails to pass the Subordinate Accounts Service Examination. In the cases of the officers, I have assumed that they enter the senior Class II scale of pay on completion of six years service, are promoted to Class I on completion of 18 years service, and are promoted Command Controllers on completion of 25 years service. The Endowment Policies are taken to cost Rs. 63/10 for each Rs. 1,000 of Assurance. This rate of premium will be found in the prospectus issued by the New India Assurance Company in August 1941.

6. I attach a table in respect of each of the three examples I have selected showing:—

(a) The rise of a Contributory Provident Fund without an Endowment Assurance Policy; and

(b) The rise of the same Contributory Provident Fund with the Endowment Policy super-imposed.

In each table I separate the subscriber's portion of the Fund from the Government portion, in order that the cost to Government at every stage may be seen. Half the cost of the Policy is charged to the subscriber's portion of the Fund, the other half to the Government portion. The proceeds of the policy when it matures, being cash, are added to the subscriber's portion of the Fund.

7. There is one important difference between a Pension and a Contributory Provident Fund. A pension is only a partial liability to the State in the sense that it becomes effective only in those cases where the Government servant lives to draw it. If the Government servant dies before retirement, or, having retired, before commutation is effected, the liability of the State in the matter of his pension vanishes. In the case of a Contributory Provident Fund the liability of the State is real from the outset, for the balance standing to the credit of a subscriber is payable to his estate if he should die before retirement. Due weight must be given to this difference when calculating the extent to which existing pensions would have to be reduced in order to meet the cost of the Contributory Provident Fund and Endowment Policy I propose. This, in my view, is a matter for an Actuary.

8. I shall now examine in some detail the hypothetical cases I have selected.

1. *The Clerk.*

(a) This man, if governed by the pension rules now in operation, is entitled to a pension of Rs. 100 per mensem on retirement after completing 30 years service. He is entitled to commute half his annual pension, *i.e.*, Rs. 600. If 56 years of age next birthday and in good health the commutation factor is 11·09 and he thus receives Rs. 6,645 in a lump sum, and draws, until death, a decreased pension of Rs. 50 per mensem. There is no protection for the family until he has effected commutation, and the liability of Government is nil in the event of premature death.

(b) In columns 4, 5 and 6 of the Table I, I shew the growth of a Contributory Provident Fund to which the clerk subscribes 10 per cent. of his salary monthly and to which Government adds at the close of each year a contribution equal to the twelve monthly instalments subscribed by the clerk. In this case, the liability of Government is real from the beginning, commencing with Rs. 96 at the end of the first year and rising to Rs. 8,530 at the end of the thirtieth year (column 5). In this case there is protection for the family from the beginning, but it is low in the earlier years (column 6).

(c) In columns 7 to 12 of Table I, I shew the growth of the Contributory Provident Fund described in the previous clause from which an Endowment Policy of Rs. 4,000, maturing in 15 years, is financed. In this case, also, the liability of Government is real from the outset and rises from Rs. 96 at the end of the first year to Rs. 6,871 at the end of the thirtieth year (column 10). The protection afforded to the family is substantial from the end of the second year of service (column 12).

(d) To sum up:—

Pension provides no protection for the family until the Government servant retires and commutes a moiety. On the assumption that he will be 56 years of age next birthday, the result is Rs. 6,645.

A simple Contributory Provident Fund provides protection for the family rising from Rs. 439 at the end of the second year to Rs. 17,203 at the end of the thirtieth year. Only at the end of the twelfth year does the protection for the family exceed Rs. 4,000.

The cost to the State at the end of 30 years is Rs. 8,530.

The Contributory Provident Fund and Endowment Policy provide protection for the family rising from Rs. 4,184 at the end of the second year to Rs. 15,939 at the end of the thirtieth year. The cost to the State at the end of 30 years is Rs. 6,871.

II. *The Officer subscribing 10 per cent.*

(a) This officer, if governed by the pension rules now in operation, is entitled to a pension of Rs. 6,000 per annum plus an additional pension of Rs. 1,500 per annum making Rs. 7,500 per annum in all, on retirement after completing 30 years service. He is entitled to commute Rs. 3,750 per annum. If 56 years of age next birthday the commutation factor is 11·09 and he therefore receives a lump sum payment of Rs. 41,587-8-0 and draws until death a decreased pension of Rs. 3,750 per annum. The liability of Government is nil in the event of premature death.

(b) In columns 4, 5 and 6 of Table II, I shew the growth of a Contributory Provident Fund to which the officer subscribes 10 per cent. of his salary monthly, and to which Government adds at the close of each year a contribution equal to the twelve monthly instalments subscribed by the officer. In this case the liability of Government is real from the outset, being Rs. 360 at the end of the first year and rising to Rs. 52,067 at the end of the thirtieth year (column 5). In this case there is protection for the family from the beginning, but it is low in the earlier years (column 6).

(c) In columns 7 to 12 of Table II, I shew the growth of the Contributory Provident Fund described in the previous clause, from which an Endowment Policy of Rs. 15,000, maturing in 15 years, is financed. In this case, also, the liability of Government is real from the outset and rises from Rs. 360 at the end of the first year to Rs. 45,836 at the end of the thirtieth (column 10). The protection afforded to the family is substantial from the end of the second year of service (column 12).

(d) To sum up:—

Pension provides no protection for the family until the officer retires and commutes a moiety. On the assumption that he will be 56 years of age next birthday the result is Rs. 41,587-8-0.

The simple Contributory Provident Fund provides protection for the family rising from Rs. 1,471 at the end of the second year to Rs. 105,017 at the end of the 30th year. Only at the end of the eleventh year does the protection for the family exceed Rs. 15,000. The cost to the State at the end of 30 years is Rs. 52,067.

The Contributory Provident Fund and Endowment Policy provide protection for the family rising from Rs. 15,516 at the end of the second year to Rs. 100,210 at the end of the 30th year. The cost to the State at the end of 30 years is Rs. 45,836.

III. *The Officer subscribing 5 per cent.*

(a) Pension and commutation details are identical with those given under II a. The liability of Government is nil in the event of premature death.

(b) In columns 4, 5 and 6 of Table III, I shew the growth of a Contributory Provident Fund to which the officer subscribes 5 per cent. of his salary monthly, and to which Government adds at the close of each year a contribution equal to the twelve monthly instalments subscribed by the Officer. In this case the liability of Government is real from the outset, being Rs. 180 at the end of the first year and rising to Rs. 25,916 at the end of the 30th year (column 5). In this case there is protection for the family from the beginning, but it is low in the earlier years (column 6).

(c) In columns 7 to 12 of Table III, I shew the growth of the Contributory Provident Fund described in the previous clause, from which an Endowment Policy of Rs. 8,000, maturing in 15 years is financed. In this case also the liability of Government is real from the outset and rises from Rs. 180 at the end of the first year to Rs. 22,601 at the end of the thirtieth (column 10). The protection afforded to the family is substantial from the end of the second year of service (column 12).

(d) To sum up:—

Pension provides no protection for the family until the officer retires and commutes a moiety. On the assumption that he will be 56 years of age next birthday the result is Rs. 41,587-8-0.

The simple Contributory Provident Fund provides protection for the family rising from Rs. 735 at the end of the second year to Rs. 52,285 at the end of the thirtieth year. Only at the end of the twelfth year does the protection for the family exceed Rs. 8,000. The cost to the State at the end of 30 years is Rs. 25,916.

The Contributory Provident Fund and Endowment Policy provide protection for the family rising from Rs. 8,226 at the end of the second year to Rs. 49,703 at the end of the thirtieth year. The cost to the State at the end of 30 years is Rs. 22,601.

TABLE I.—*Clerk Subscribing 10 per cent of his salary*

	NORMAL CONTRIBUTORY PROVIDENT FUND					CONTRIBUTORY PROVIDENT FUND *cum* ENDOWMENT POLICY The annual premium for the Rs. 4,000 Endowment Policy is Rs. 254-8 per annum. This has been rounded off to Rs. 255 per annum and charged Rs. 128 per annum to subscriber's portion of the Fund. Rs. 127 per annum to Government portions of the Fund.					
	Salary per mensem during year.	Subscription per mensem during year.	Subscriber's portion of the Fund.	Government portion of the Fund.	Total of columns 4 and 5.	Subscriber's portion to the Fund, less share of premium.	Government portion of the fund, less share of premium.	Premia disbursed to date by Government.	Progressive cost to Government. Total of columns 8 and 9	Policy Protection.	Total of columns 7, 8 & 11.
1	2	3	4	5	6	7	8	9	10	11	12
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
End of 1st year	80	8	97	96	193	97	96	*Nil.*	96	*Nil.*	193
2nd . .	100	10	221	218	439	93	91	127	218	4,000	4,184
3rd . .	105	10	349	344	693	99	86	254	340	4,000	4,185
4th . .	110	11	493	486	979	108	93	381	474	4,000	4,201
5th . .	115	11	641	632	1,273	117	100	508	608	4,000	4,217
6th . .	120	12	806	794	1,600	138	120	635	755	4,000	4,258
7th . .	125	12	976	961	1,937	160	140	762	902	4,000	4,300
8th . .	130	13	1,163	1,145	2,208	195	173	889	1,062	4,000	4,368
9th . .	135	13	1,356	1,335	2,691	231	207	1,016	1,223	4,000	4,438
10th . .	140	14	1,567	1,543	3,110	280	254	1,143	1,397	4,000	4,534
11th . .	145	14	1,784	1,757	3,541	331	302	1,270	1,572	4,000	4,633
12th . .	150	15	2,020	1,989	4,009	395	364	1,397	1,761	4,000	4,759
13th .	155	15	2,263	2,228	4,491	461	427	1,524	1,951	4,000	4,888
14th .	160	16	2,526	2,486	5,012	541	504	1,651	2,155	4,000	5,045

15th	165	16	2,706	2,752	5,548	624	584	1,778	2,362	4,000	5,206
16th	170	17	3,087	3,034	6,121	722	678	1,905	2,583	4,000	5,300
17th	175	17	3,386	3,329	6,715	4,950	902	1,905	2,807	...	5,852
18th	180	18	3,707	3,644	7,351	5,318	1,145	1,905	3,050	...	6,468
19th	185	18	4,037	3,969	8,006	5,697	1,395	1,905	3,300	...	7,092
20th	190	19	4,389	4,316	8,705	6,099	1,664	1,905	3,569	...	7,768
21st	195	19	4,752	4,673	9,425	6,513	1,941	1,905	3,846	...	8,454
22nd	200	20	5,188	5,053	10,191	6,952	2,239	1,905	4,144	...	9,191
23rd	200	20	5,586	5,444	10,980	7,404	2,546	1,905	4,451	...	9,950
24th	200	20	5,945	5,847	11,792	7,870	2,862	1,905	4,767	...	10,732
25th	200	20	6,367	6,262	12,629	8,350	3,187	1,905	5,092	...	11,537
26th	200	20	6,801	6,689	13,490	8,844	3,522	1,905	5,427	...	12,366
27th	200	20	7,248	7,129	14,377	9,353	3,867	1,905	5,772	...	13,220
28th	200	20	7,709	7,582	15,291	9,877	4,223	1,905	6,128	...	14,100
29th	200	20	8,184	8,049	16,233	10,417	4,589	1,905	6,494	...	15,006
30th	200	20	8,678	8,530	17,208	10,978	4,966	1,905	6,871	...	15,939

TABLE II.—*Officer subscribing 10 per cent. of his salary*

			Ordinary Contributory Provident Fund			Contributory Provident Fund and Endowment Policy The annual premium for the Rs. 15,000 Endowment Policy is Rs. 954/6 per annum. This has been rounded off to Rs. 955 per annum and charged Rs. 478 per annum to subscriber's portion of the Fund. Rs. 477 per annum to Government's portion of the Fund.					
	Salary per mensem during year	Subscription per mensem during year	Subscriber's portion of the Fund	Government portion of the Fund	Total of columns 4 & 5	Subscriber's portion of the Fund, less share of premium	Government portion of the Fund, less share of premium	Premia disbursed to date by Government	Progressive cost to Government Total of columns 8 & 9	Policy Protection	Total of columns 7, 8 and 11
1	3	3	4	5	6	7	8	9	10	11	12
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
End of 1st year	300	30	365	360	725	365	360	*Nil*	360	*Nil*	725
2nd	300	30	741	730	1,471	263	253	477	730	15,000	15,516
3rd	400	40	1,251	1,231	2,482	280	263	954	1,217	15,000	15,543
4th	425	43	1,800	1,771	3,571	320	297	1,431	1,728	15,000	15,617
5th	450	45	2,402	2,364	4,766	400	368	1,908	2,276	15,000	15,768
6th	475	47	3,047	2,998	6,045	507	466	2,385	2,851	15,000	15,973
7th	630	63	3,906	3,843	7,749	812	758	2,862	3,620	15,000	16,570
8th	665	66	4,828	4,740	9,568	1,163	1,095	3,339	4,434	15,000	17,258
9th	700	70	5,826	5,722	11,548	1,573	1,490	3,816	5,306	15,000	18,063
10th	735	73	6,891	6,769	13,660	2,032	1,938	4,293	6,226	15,000	18,965
11th	770	77	8,036	7,896	15,932	2,553	2,437	4,770	7,207	15,000	19,990
12th	805	80	9,252	9,092	18,344	3,127	2,993	5,247	8,240	15,000	21,120
13th	840	84	10,553	10,372	20,925	3,767	3,613	5,724	9,337	15,000	22,380
14th	875	87	11,934	11,727	23,661	4,462	4,288	6,201	10,489	15,000	23,750
15th	910	91	13,401	13,160	26,561	5,227	5,031	6,678	11,709	15,000	25,258

16th . . .	945	94	14,949	14,662	29,631	6,052	5,832	7,155	12,987	16,009	29,984
17th . . .	960	96	16,592	16,298	32,890	22,428	7,182	7,155	14,337	...	29,610
18th . . .	1,015	101	16,821	17,998	36,819	24,332	8,609	7,155	15,764	...	32,941
19th . . .	1,200	120	20,334	19,977	40,311	26,525	10,307	7,155	17,462	...	36,332
20th . . .	1,250	125	22,468	22,076	44,544	28,845	12,116	7,155	19,271	...	40,961
21st . . .	1,300	130	24,727	24,298	49,025	31,295	14,089	7,155	21,194	...	45,334
22nd . . .	1,350	135	27,115	26,646	53,761	33,880	16,080	7,155	23,235	...	49,960
23rd . . .	1,400	140	29,635	29,125	58,760	36,603	18,242	7,155	25,397	...	54,845
24th . . .	1,450	145	32,292	31,738	64,030	39,469	20,529	7,155	27,684	...	59,998
25th . . .	1,500	150	35,090	34,490	69,580	42,482	22,944	7,155	30,099	...	65,426
26th . . .	1,800	180	38,337	37,684	76,021	45,951	25,792	7,155	32,947	...	71,742
27th . . .	1,850	185	41,742	41,034	82,777	49,585	28,785	7,155	35,940	...	78,370
28th . . .	1,900	190	45,312	44,645	89,957	53,389	31,928	7,155	39,083	...	85,317
29th . . .	1,950	195	49,049	48,221	97,270	57,369	35,225	7,155	42,380	...	92,594
30th . . .	2,000	200	52,950	52,067	1,05,017	61,529	38,681	7,155	45,836	...	1,00,210

TABLE III.—*Officer subscribing 6 per cent. of his salary*

			ORDINARY CONTRIBUTORY PROVIDENT FUND			CONTRIBUTORY PROVIDENT FUND AND ENDOWMENT POLICY The annual premium for the Rs. 8,000 Endowment Policy is Rs. 509 per annum. This has been charged :— Rs. 255 per annum to subscriber's portion of the Fund. Rs. 254 per annum to Government portion of the Fund.					
	Salary per mensem during year	Subscription per mensem during year	Subscriber's portion of the Fund	Government portion of the Fund	Total of columns 4 and 5	Subscriber's portion of the Fund, less share of premium	Government portion of the Fund, less share of premium	Premia disbursed to date by Government	Progressive cost to Government, Total of columns 8 and 9	Policy Protection	Total of columns 7, 8 and 11
1	2	3	4	5	6	7	8	9	10	11	12
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
End of 1st year	300	15	182	180	362	182	180	*Nil*	180	*Nil*	362
2nd	390	15	370	365	735	115	111	254	365	8,000	8,226
3rd	400	20	625	615	1,240	107	100	508	608	8,000	8,207
4th	425	21	899	885	1,784	111	101	762	863	8,000	8,212
5th	450	22	1,194	1,175	2,369	127	114	1,016	1,130	8,000	8,241
6th	475	23	1,510	1,486	2,996	156	139	1,270	1,409	8,000	8,295
7th	630	31	1,933	1,902	3,835	283	261	1,524	1,785	8,000	8,544
8th	665	33	2,393	2,355	4,748	438	410	1,778	2,188	8,000	8,848
9th	700	35	2,891	2,842	5,733	622	588	2,032	2,620	8,000	9,210
10th	735	36	3,416	3,359	6,775	824	783	2,286	3,069	8,000	9,607
11th	770	38	3,981	3,915	7,896	1,057	1,008	2,540	3,548	8,000	10,065
12th	805	40	4,587	4,512	9,099	1,321	1,264	2,794	4,058	8,000	10,585
13th	840	42	5,236	5,151	10,387	1,617	1,551	3,048	4,599	8,000	11,168
14th	875	43	5,917	5,821	11,738	1,934	1,859	3,302	5,161	8,000	11,793
15th	910	45	6,643	6,535	13,178	2,285	2,200	3,556	5,756	8,000	12,485
16th	945	47	7,415	7,295	14,719	2,671	2,578	3,810	6,388	8,000	13,247

17th . . .	850	49	8,235	8,101	16,336	11,348	3,241	3,810	7,051	...	14,539
18th . . .	1,015	50	9,091	8,944	18,035	12,208	3,938	3,810	7,748	...	16,236
19th . . .	1,200	60	10,095	9,932	20,027	13,398	4,776	3,810	8,586	...	18,174
20th . . .	1,250	62	11,153	10,973	22,126	14,556	5,663	3,810	9,473	...	20,219
21st . . .	1,300	65	12,280	12,082	24,362	15,785	6,612	3,810	10,422	...	22,397
22nd . . .	1,350	67	13,465	13,248	26,713	17,075	7,614	3,810	11,424	...	24,689
23rd . . .	1,400	70	14,722	14,485	29,207	18,440	8,682	3,810	12,492	...	27,122
24th . . .	1,450	72	16,041	15,783	31,824	19,871	9,806	3,810	13,616	...	29,677
25th . . .	1,500	75	17,436	17,156	34,592	21,381	11,000	3,810	14,810	...	32,381
26th . . .	1,800	90	19,056	18,750	37,806	23,110	12,410	3,810	16,220	...	35,529
27th . . .	1,850	92	20,749	20,416	41,165	24,934	13,886	3,810	17,696	...	38,820
28th . . .	1,900	95	22,529	22,168	44,697	26,840	15,442	3,810	19,252	...	42,282
29th . . .	1,950	97	24,417	23,997	48,414	28,828	17,079	3,810	20,889	...	45,907
30th . . .	2,000	100	26,369	25,916	52,285	30,912	18,791	3,810	22,601	...	49,703

LIBRARY OF THE ROYAL BOMBAY BRANCH OF THE ASIATIC SOCIETY

APPENDIX E

MACHINERY FOR CONCILIATION

NOTE PREPARED BY MR. N. M. JOSHI

(1) In maintaining friendly relations between the employers and employees and in the avoidance of disputes between them, some form of joint machinery on the Whitley model can perform a useful function by enabling personal and regular contacts being kept up between the two sides whose interests though—they may theoretically and ultimately be one are or at least appear to be, different for practical purposes and for the time being. Written or oral representations by individuals or negotiations through the associations or—trade unions of the employees or the joint Whitley machinery have each their own places and functions which are not in substitution of each other but are supplementary of each other. All together they can help in bringing about proper understanding of the motives and the real situation and difficulties of each other and will thus help in the maintenance of friendly relations and co-operation and in the avoidance of disputes.

JOINT STAFF COMMITTEES AND COUNCILS

(2) The experiment of the establishment of Joint Staff Committee and Councils has been tried in Great Britain and has met with success both in the sphere of State Civil Services and in the sphere of Government industrial employees, as a machinery for conciliation, for maintaining personal contact and for discussion of questions relating to the interests of the employees and for smooth and efficient working of the administration. During the initial stage the experiment had met with suspicion and doubts which experience had succeeded in eliminating. In India the experiment has upto the present time met with very little success. This failure is due to several causes.

(3) *In the first place*, the Associations and Trade Unions of employees, rightly or wrongly, look upon the joint machinery as a rival and so long as this impression lasts, there is very little likelihood of its successful working. To give confidence to the Associations and Unions that there is no intention to supplant them, the staff side of the joint machinery should consist of only the representatives of the organisations of the employees. The interests of those who do not join the organisations cannot be different from the interests of those who prefer to be organised. Moreover, to give representation to those who do not join the existing organisation nor start any other organisation of their choice is to give encouragement to unco-operative tendencies. *In the second place*, the organisations of the employees should be given full freedom to choose their representatives either from the employees themselves or from outsiders who are their office-bearers, whole-time and paid or part-time and honorary. From experience alone the organisations will find that for the discussion of certain details, those who are in actual employment are better fitted. They will similarly learn from experience that whole-time paid officers are in a better position to find the time necessary for the regular work required by the joint machinery than part-time honorary officers. Any interference from outside in the choice of the representatives of the organisations of the employees only prevent the learning of what experience alone can teach successfully. *In the third place*, the

restriction regarding the discussion of individual cases which at present exists should be removed. Again experience alone will bring home to the organisations of the employees, that all cases of injustice to individuals cannot be successfully dealt with through the joint machinery and conventions will grow in course of time by which some types of individual cases will be kept out of the purview of the joint machinery as it has happened in Great Britain.

In the fourth place, the joint machinery ought to consist not only of local or Departmental Staff Committees but should include higher bodies like the Regional or National Staff Councils to deal with questions which can only be discussed on a regional or national level. Different types of questions can be successfully dealt with only on these different levels. The spheres of authority of the lower committees and higher councils ought to be clearly defined. The civil and the industrial side of the joint machinery may be kept separate but there should be provided means for the co-ordination of the two sides.

In the fifth place, the joint machinery should have a wide scope as regards the questions to be discussed by it so long as those questions are either related to the interests of the employees and to efficient and smooth working of the administration. If the number of questions to be discussed is very much limited, the machinery will not have much work to do and will become rusty.

(4) The hostility of the Associations and Trade Unions to the Whitley joint machinery is also to some extent due to other restrictions placed upon them in the matter of their being registered under the Trade Union Act, their forming Federations and their associating themselves with the organisations of non-Government employees. If these and such other restrictions are removed, the attitude of the organisations of employees towards the joint Whitley machinery will change. In Great Britain, these restrictions had either not existed or are removed recently.

(5) Keeping in view the above suggestions, a scheme for a joint Whitley machinery should be worked out in detail. It may be suggested that the Government of India should place on special duty an officer to work out the details and he may be sent out to Great Britain to compare his scheme with what exists in Great Britain to the extent to which comparison is possible and to hold consultations with those in Great Britain who have experience in the working of a similar machinery When such a detailed scheme is completed, Government should consult the Associations and Unions of their employees regarding the scheme and consider the suggestions which may be made by them for the improvement of the scheme or for making it acceptable. If this procedure is followed, there is every prospect of the scheme being accepted by all the sections of the employees. Even if it is not accepted by all sections simultaneously and even if it is accepted by the civil side of the employees, it should be introduced as a first step, leaving it to the future for the acceptance of the industrial side.

LABOUR COMMISSIONERS

(6) It may be stated that upto this time, the Government of India have not provided special officers to deal with questions arising from their relationship with their employees. Their Establishment officers deal with the questions more from administration's point of view than from the

human side of the employees. The Government of India have recently appointed the Chief Labour Commissioner with some Regional Staff. But considering the number of the Government of India's civil and industrial employees, the staff is inadequate. They should have separate Commissioners of Labour with adequate staff one each for (a) Railways, (b) Posts and Telegraph and Telephone Department, (c) State Owned Mining Ordnance Factories, Printing Presses and other miscellaneous factories, and Central P.W.D. This will strengthen the conciliation and welfare machinery of the Chief Labour Commissioner. In the case of larger industries like the Railways, Posts, Telegraph and Telephones, it will be necessary to have Deputy Labour Commissioners for the bigger systems of Railways and for important provincial postal headquarters.

These Departmental Labour Commissioners and Deputy and Divisional Labour Commissioners should be invested with certain powers of decision regarding labour welfare and in matters involving larger expenditure and fundamental changes of working conditions, their powers should be advisory. Their consent should also be required for certain matters regarding discipline. They should also be charged with the duty to help the smooth working of the National and Regional Staff Councils.

LABOUR OFFICERS

(7) The Labour Officers who are at present appointed in workshops will be the lowest link in the chain of labour welfare machinery, beginning from the Chief Labour Commissioner. Besides the workshops, Labour Officers will also be necessary in Divisional Headquarters of Railways. The Labour Officers should be given high standing and should be men in class I service.

It will be the duty of a Labour Officer to be in charge of all questions of labour welfare and he should have authority to decide questions arising out of his duty, and as a Welfare Officer, he should be subordinate only to the head of the Department and to the Labour Commissioner. His consent should be required in cases of discipline. He will also help by advice in the work of the Staff Committees. As the Labour Officer will be a link in the chain of conciliation officers, he should not involve himself in disputes as a partizan. In order to enable him to do his work independently he should be made responsible for his work in the sphere of conciliation to the Chief Labour Commissioner and the Departmental Commissioners.

(8) The present Chief Labour Commissioner has only advisory capacity in the matter of labour welfare and can only have advisory capacity in his conciliation function. Some adjustment of relationship will be found necessary between the Chief Labour Commissioner, the Departmental Labour Commissioners, the Regional Labour Commissioners, the Divisional Labour Commissioners and Labour Officers and between these Labour Commissioners and the Departmental Heads of Departments, the heads of the different Railway systems and different Provincial Headquarters of the Post & Telegraph Department. This is a matter for the Government of India to decide. Some difficulty presents itself on account of the combination of the welfare and conciliation functions in one officer. If consideration of additional expenditure can be overcome, separation of these two functions may be recommended, so that, there will be separate officers for labour welfare work and separate officers for conciliation work.

APPENDIX F

FINANCE DEPARTMENT

RESOLUTION

New Delhi, the 10th May 1946

No. F. 11(11)-EII/46.—The question of instituting an enquiry into the conditions of service of Central Government servants with particular reference to the adequacy of their pay scales and standards of remuneration has been engaging the attention of the Government of India for some time. The revised scales of pay prescribed for Government servants since the retrenchment compaign in 1931, have, in particular, come up for considerable criticism in recent years. While the war was on, it was not possible to embark on any large scale investigation but in order to alleviate the hardships suffered by all grades of Government employees from the rise in the cost of living, grants of Dearness Allowance or War Allowance were authorised. The adequacy of these Allowances has been criticised in the Indian Legislature and by Unions and Associations of Government employees and representations have also been made for the restoration of the old scales of pay and for the improvement of pensionary rights.

2. The intention of the Government of India to institute an enquiry into the range of Government salaries was announced in the Legislative Assembly on the 7th February, 1946, when certain grievances of P. & T. employees were discussed. Although the ideal course would be to wait till a degree of price stabilisation is attained and to include in a comprehensive enquiry all Government employees, including the services under the Provincial Governments, the Government of India have considered it desirable to appoint a Pay Commission immediately in order to assure their employees that appropriate action will be taken in regard to these grievances.

3. The Honourable Mr. Justice Srinivasa Varadachariar, Kt., Judge of the Federal Court has agreed to act as Chairman of the Pay Commission. The following gentlemen have also consented to serve as members on the Commission:—

Hon'ble Mr. Hossain Imam, Member, Council of State.
Mr. N. V. Gadgil, B.A., LL.B., M.L.A.
Mr. Frank Anthony, M.L.A.
Lt.-Col. Dr. J. C. Chatterjee, M.L.A.
Sardar Mangal Singh, M.L.A.
Mr. N. M. Joshi.
Mr. C. V. Srinivasa Rao, C.I.E.

It is also proposed to appoint one more member to the Commission.*

Mr. K. R. P. Aiyangar, M.B.E., Deputy Secretary, Finance Department will act as Secretary.

4. The following will be the terms of reference to the Commission:—

"To enquire into and report on—

(a) the conditions of service for the Class I, Class II and Subordinate Central Services as well as establishments now designated as inferior who are subject to the Civil Services (Classification, Control and Appeal)

*Mr. Vadilal Lallubhai was appointed *vide* Finance Department Resolution No. F 11(11)-EII/46, dated 21st May 1946.

Rules or the Railway Services (Classification, Control and Appeal) Rules and Railway servants, as defined in para. 101, State Railway Establishment Code, Vol. I with particular reference to:—

(i) the structure of their pay scales and standards of remuneration with the object of achieving rationalisation, simplification and uniformity to the fullest degree possible;

(ii) the extent to which the present leave terms should be altered and simplified; and

(iii) conditions of retirement and the extent to which the existing regulations in regard to pensions and contributory provident funds require simplification.

(b) the machinery for negotiating and settling questions relating to conditions of service which may arise out of differences between Government and its employees;

(c) the principles on which the remuneration of industrial workers and daily rated employees of Government should be based."

5. While it has not been possible to consult all Provincial Governments on the subject, the Government of India observe that some Provincial Governments have already taken action to revise the scales of pay of services under their administrative control. Though it will be no part of the terms of reference to the Commission to consider the conditions of service including terms of pay etc., of services functioning in the provincial field, the Central Government hope that the present enquiry will be of value to the Provinces also and trust that the full co-operation of all Provincial Governments and administrations will be afforded to the Commission. It will be within the terms of reference of the Commission to call for information in writing and to take evidence from any department or officers of Government; and the Government of India will welcome the co-operation of Service Associations and non-official bodies and agencies and hope that they will afford the Commission the fullest assistance on the subject of the enquiry.

E. E. C. PRICE, Addl. Secy.

ORDERED that the Resolution may be published in the *Gazette of India* and communicated to the Departments of the Government of India; the Political Department; the Secretariats of the Governor General; the Secretariat of the Executive Council.

Copy forwarded to all Chief Commissioners.

G. SWAMINATHAN, Dy. Secy.

No. F. 11(11)-EII/46

Copy also forwarded to the Finance Department (Revenue Division); the Auditor General; the Financial Adviser, War and Supply; the Additional Financial Adviser, Supply; Financial Adviser, Communications; the Master, Security Printing, India; the Mint Masters, Bombay, Calcutta and Lahore; the National Savings Central Bureau; and the Secretary, Central Pay Commission.

By order etc.,

G. SWAMINATHAN,

Deputy Secretary to the Government of India.

Copy to all Branches of Finance Department (O. B.).

No. F. 11(15)-EII/46

GOVERNMENT OF INDIA

FINANCE DEPARTMENT

New Delhi, the 17th June 1946

From

G. Swaminathan, Esq., O.B.E.,
Deputy Secretary to the Government of India.

To

The Chairman, Central Pay Commission, "Goverdhanam"
MYLAPORE POST, Madras.

Sir,

I am directed to enclose for your information a copy of a Press Communique dated the 17th June 1946 announcing the decision of the Government of India that all changes in scales of pay which may be decided upon in the light of the Central Pay Commission's recommendations will be given effect to from the 1st January 1947.

2. I am to suggest in this connection that, if the Pay Commission see no objection, their recommendations in regard to the revision of pay scales may kindly be made available to the Government of India as early as possible in advance of their recommendations on the other points included in their terms of reference.

I have the honour to be,
Sir,
Your most obedient servant,

G. SWAMINATHAN,
Deputy Secretary to the Government of India.

COPY OF GOVERNMENT OF INDIA, FINANCE DEPARTMENT, RESOLUTION NO. F. 11(11)-E.II/46, DATED THE 3RD JULY 1946

With reference to paragraph 4 of Finance Department Resolution No. F. 11(11)-EII/46, dated the 10th May, 1946 containing the terms of reference to the Central Pay Commission, the Governor General in Council has been pleased to decide that the words

> "and also civilian Government servants whose pay is charged to the Defence Services estimates."

shall be added immediately after the words

> "and Railway servants as defined in paragraph 101, State Railway Establishment Code, Volume I"

occurring in that paragraph.

No. D. 293-Est.(Spl.)/46

GOVERNMENT OF INDIA

FINANCE DEPARTMENT

New Delhi, the 6th November 1946

From

M. Hashim, Esq.,
Deputy Secretary to the Government of India.

To

The Secretary, Central Pay Commission, New Delhi.

SUBJECT:—*Scales of pay for the All-India Administrative Service and All-India Police Service*

Sir,

I am directed to state that, at the Premiers' Conference convened last week by the Government of India, it was decided that—

(a) A new all-India Administrative Service and an all-India Police Service should be formed to obtain officers required by the Central Government and participating Provincial Governments, consequent on the stoppage of recruitment by the Secretary of State to the Indian Civil Service and the Indian Police;

(b) For the first five years officers belonging to these two new services should be paid salaries respectively in the time-scales of Rs. 350—400—450—450—500 and of Rs. 300—300—325—350—350;

(c) The pay scales for later years should be decided after the recommendations of the Central Pay Commission are received.

The Home Department desire that the Central Pay Commission should, in submitting their report, make recommendations regarding the pay scales for the new services proposed to be created with reference to (c) above. The Finance Department would therefore be grateful if the Commission could be moved to take necessary action in this matter. Any further information, which the Commission may desire to be made available to them, will be called for from the Home Department.

I have the honour to be,

Sir,

Your most obedient servant,

Sd. M. Hashim,

Deputy Secretary to the Government of India.

No. D. 293-Est.(Spl.)/46.

Copy forwarded to the Home Department for information with reference to their office memorandum No. 58/46-PA(RAM), dated the 28th October 1946.

COPY OF D. O. No. F. 42-48/45-E.I., DATED THE 23RD NOVEMBER 1946 FROM DR. D. M. SEN, O.B.E., M.A., PH.D., EDUCATION DEPARTMENT TO MR. K. R. P. AIYANGAR, M.B.E., SECRETARY, CENTRAL PAY COMMISSION.

I shall be glad to have the advice of the Pay Commission in regard to the fixation of scales of pay for the following posts:—

(1) Principal and Vice-Principal for the Central Training Colleges that are going to be set up in connection with the Post-War Educational Development Plan. A Teachers' Training College (B.T. Course) of the type recommended by the Central Advisory Board of Education, for men and women, with 300 seats, have already been sanctioned. Besides the above, it is also proposed to take in hand, in the near future, the following:—

(2) A Training College for Physical Education (men and women).

(3) A Training College for Teachers in Technology.

Finance Department have already agreed to sanction an initial start up to Rs. 1,000 for the Principal, and up to Rs. 800 for the Vice-Principal of the Teachers Training College.

These colleges will be affiliated to the Delhi University and the Principal will also be Professors of Education or Physical Education, as the case may be in the Delhi University.

On account of high academic qualifications and administrative duties involved, this Department has recommended the scale of Rs. 1,000—50—1,250 for the Principal and Rs. 750—50—1,000 for the Vice-Principals. I shall be glad to have the advice of the Commission in regard to these scales. Should you require any further information, kindly let me know.

EXTERNAL AFFAIRS DEPARTMENT

It has become a matter of urgent public importance to implement forthwith the decision of the present Government of India to create a Foreign Service for India. Already India has two Embassies established in foreign countries, new consulates are in the process of being established, while new diplomatic missions and consular establishments will be required very early in the spring of 1947. For the staffing of these missions, etc., it is necessary to recruit men of various age groups to the Indian Foreign Service, for in this instance India is faced with the necessity of creating an entirely new Service from scratch and not merely of substituting a new Indian Service for a pre-existing Secretary of State's Service. It follows that it is insufficient merely to lay down a provisional scale of pay for the first five years of service, as has been contemplated in other quarters. The Hon'ble Member in charge of External Affairs is therefore anxious to elicit from the Pay Commission proposals for a basic scale of pay for the new Indian Foreign Service before the end of the present calendar year if possible. It is suggested that the attached scale might be taken as a basis for consideration, the proposition being roughly that scale (A) would be appropriate for Vice-Consuls, Third Secretaries and Attaches, scale (B) for First and Second Secretaries and Consuls, scale (C) for Counsellors and officers holding smaller Consulates-General and scale (D) for heads of missions ranking as Legations and for officers holding major Consulates-General. Appointments of equivalent status in Commonwealth countries, though temporarily given a somewhat different nomenclature, would qualify for equivalent emoluments in the four parts of the scale; and this

would hold true for appointments of Commercial Counsellor or Secretary. Finally, the scales would apply equally well to appointments of equivalent status in headquarters at New Delhi.

2. It will be necessary also to provide for a certain number of appointments on special rates of pay, *e.g.*, Ambassadorships or equivalent appointments of the first and second class. For these possibly fixed rates of pay of Rs. 3,500 and Rs. 2,750 p.m. would be appropriate.

3. One copy of this note is being sent direct to the Secretary of the Pay Commission and a second copy to the Finance Department of the Government of India for any comments they may wish to make.

Sd. H. WEIGHTMAN,—30-11-46.

Secretary, Pay Commission.

E.A.D. u.o. No. D. 6705-E/46, dated the 30th November 1946.

	350—30—650—40—850 (A)	640—40—1,000—50—1,350. (B)	1,200—50—1,300—75—1,600—50—1,800. (C)	1,800—100—2,000—50—2,250. (D)
1st year	350			
2nd year	400			
3rd year	450			
4th year	450			
5th year	500			
6th year	500			
7th year	530			
8th year	560			
9th year	590	640		
10th year	620	680		
11th year	650	720		
12th year	690	760		
13th year	730	800		
14th year	770	840		
15th year	810	880	1,200	
16th year	850	920	1,250	
17th year		960	1,300	
18th year		1,000	1,375	
19th year		1,050	1,450	
20th year		1,100	1,525	
21st year		1,150	1,600	1,800
22nd year		1,200	1,650	1,900
23rd year		1,250	1,700	2,000
24th year		1,300	1,750	2,050
25th year		1,350	1,800	2,100
26th year				2,150
27th year				2,200
28th year				2,250

No. D. 316-Est.(Spl.)/46

GOVERNMENT OF INDIA

FINANCE DEPARTMENT

New Delhi, the 29th November, 1946

From

G. Swaminathan, Esquire, O.B.E.,
Deputy Secretary to the Government of India,

To

The Secretary, Central Pay Commission, New Delhi.

SUBJECT:—*Terms of reference to the Central Pay Commission*

Sir,

With reference to the question recently raised by the Chairman, Central Pay Commission, as to the nature of the report, which the Commission are expected to make, regarding the scales of pay of Government servants and classification of posts, I am directed to state that the Finance Department have in consultation with the Home Department, decided that it would suffice if the Commission were to fix the scales of pay for the various services and for particular classes or categories of posts, leaving to Government the classification of posts and their allocation to the particular categories for which pay scales have been suggested by the Commission.

I have the honour to be,

Sir,

Your most obedient servant,

G. SWAMINATHAN,

Deputy Secretary to the Government of India.

LIBRARY OF THE BOMBAY BRANCH OF THE ROYAL ASIATIC SOCIETY

APPENDIX "G"

List of witnesses who gave oral evidence

A.—Government Officials and prominent Non-officials

20th September 1946	Mr. A. H. Wilson, O.B.E. .	Military Accountant General.
21st September 1946 .	Sir John Sheehy, C.S.I., I.C.S.	Member, Central Board of Revenue.
	Mr. K. R. K. Menon, C.I.E., M.B.E.	Director of Inspection.
	Mr. S. Ranganathan, I.C.S.	Secretary, Central Board of Revenue.
	Mr. H. Greenfield, C.S.I., C.I.E.	Member, Central Board of Revenue.
	Mr. Hardiker . . .	Director of Inspection.
2nd October 1946 .	Brigadier Sir Oliver Wheeler	Surveyor General of India.
8th October 1946 .	Mr. R. G. P. S. Fairbairn	Principal, Delhi Polytechnic.
	Dr. S. C. Sen . .	Vice-Principal, Delhi Polytechnic.
9th October 1946 .	Khan Bahadur Mohammad Sulaiman.	Chief Engineer, C. P. W. D.
11th October 1946 .	Mr. P. G. Bhagat, M.B.E. .	Controller of Printing and Stationery.
12th October 1946 .	Sir Bertie Staig, C.S.I., C.I.E., I.C.S.	Auditor General of India.
	Mr. W. R. Tennant, C.S.I., C.I.E.	Deputy Auditor General.
15th October 1946 .	Brig. I. M. Hunt . .	Chief Administrative Officer.
19th October 1946 .	Mr. A. S. Bokhari . .	Director-General, All India Radio.
21st October 1946 .	Mr. S. C. Joshi, M.A., LL.B.	Chief Labour Commissioner.
		Director, Geological Survey.
22nd October 1946 .	Dr. S. S. Aiyar . .	Chief Chemist, C. B. R.
23rd October 1946 .	Dr. S. K. Banerji . .	D. G., Observatories.
23rd October 1946 .	Sir Frederick Tymms .	D. G., Civil Aviation.
26th October 1946 .	Dr. S. N. Sen . .	Director of the Archives.
	Dr. D. M. Sen, O.B.E. .	Secretary, Education Department.
26th November 1946	Mr. S. Lall, C.I.E. . .	Secretary, Labour Department.
	Mr. V. Narayan . .	Jt. Secretary, Labour Department.
27th November 1947	Lt.-General Sir Kenneth Loch.	Master General of Ordnance.
	Col. A. F. F. Thomas .	Director, Civilian Personnel, G.H.Q.
	Mr. K. Santhanam . .	Joint Editor, *Hindustan Times*.

27th November 1947—*contd.*	Mr. Sheikh . . .	Superintendent of Education, Baluchistan.
28th November 1946	Mr. A. G. Hall . .	General Manager, N. W. Railway.
	„ D. R. Carmody . .	Deputy General Manager, E. I. Railway.
	„ S. Sydney Smith .	Chief Transportation Officer, S. I. Railway.
	„ C. T. Venugopal .	Deputy Chief Accounts Officer, G. I. P. Railway.
	Sir George Cuffe . .	General Manager, B., B. & C. I. Railway.
29th November 1946	Col. R. B. Emerson, C.I.E., O.B.E.	Chief Commissioner of Railways.
29th November 1946	Mr. S. A. Venkataraman, C.I.E., I.C.S.	Director-General, Industries and Supplies.
16th December 1946 .	Mr. Krishna Prasad . .	D. G., P. & T.
18th December 1946 .	Mr. Sethi . . .	Superintendent of Education, Delhi.
	Mrs. Kumar . . .	Inspectress of Schools, Delhi.
19th December 1946 .	Dr. D. R. Gadgil . .	Professor of Economics, Gokhale Institute, Poona.
	Major-General W. F. Hasted.	Engineer-in-Chief.

B.—*List of Staff Associations with names of representatives.*

9th September 1946 .	Mr. B. N. Nanda . . „ Abdulla Jan. . .	Imperial Secretariat Association.
	„ Bhagat Ram . . „ M. D. Dalakoti . .	Defence Headquarters Association.
	„ Mathur . . . „ Purushotamalal .	Railway Board Ministerial Staff Association.
	Rai Bahadur C. N. Sen . Mr. R. V. R. Chatterjee .	Government of India Subordinate and Attached Offices Association.
	„ Brij Bhushan Lal . „ A. Vaidyanathan .	Government of India Stenographers Association.
	„ N. Chanda . .	Director-General, Industries and Supplies and Director-General (Disposals) Employees Union.
10th September 1946 .	Mr. S. C. Gupta, C.I.E. . „ Ram Gopal, C.I.E. . „ G. Mathias . .	Indian Audit and Accounts Service Association.
	„ Ghulam Abbas . „ S. Jayasankar . . „ G. K. Abhyankar .	Superior Service of the Military Accounts Department.
	„ B.N. Bgnerjee, M.B.E. „ Inderjit Singh . . „ J. E. Costellino . „ B. D. Sud . .	*Ad hoc* Committee of Revised Scale Class I Officers.

11th September 1946 .	Mr. Mahbub Ahmed Ansari	Civil Accounts Association, Office of the Accountant General, Central Revenues.
	„ Nihal Chand . .	Stores Audit Association.
	„ Ranganathan . .	
	„ B. L. Goswami . .	
	„ S. B. Makode . .	
	„ G. X. Francis . .	All India Accounts and Audit Association.
	„ N. R. Khanna . .	
	„ U. N. Sen . .	
	„ H. U. Bhatti . .	Punjab Civil Accounts Association.
12th September 1946 .	Mr. Khandalal Varma .	Office of the Deputy Accountant General, Posts and Telegraphs, Delhi.
	„ K. B. Roy . .	Divisional Accountants Association, Allahabad.
	„ S. N. Chatterji . .	Bihar and Orissa Accounts Officers Association.
	„ N. P. Mukerji . .	
	„ K. D. Joshi . .	Post and Telegraph Audit Offices.
16th September 1946 .	Mr. S. H. Zaidi . .	Secretariat and Attached Offices Daftris and Record Sorters Association, New Delhi.
	„ H. L. Varma . .	
	„ Ghana Shyam Naik .	Calcutta Customs Inferior Staff Union, Calcutta.
	„ Mohd. Siddique .	
	„ Maqbul Hussain .	
16th September 1946 .	Mr. Bishan Das . :	Accountant General's Office, Punjab.
	„ Altaf Hussain . .	
	„ Ikramullah Khan .	Attached and Subordinate Offices Peons' Association.
	„ A. Barkat . .	Imperial Record Sorters and Daftris Association.
	„ Nika Singh . .	Lift Staff.
	„ Harphool Singh .	
	„ Mohd. Mustafa Khan	Attached and Subordinate Staff Peon Association.
	„ A. P. Bhatnagar .	Imperial Secretariat Jamadars and Peons Association.
	„ Jai Narain . .	
	„ P. Sitaraman . .	Federal Public Services Commission.
	„ K. C. Mazumdar .	Auditor General's Inferior Services Association.
17th September 1946 .	Mr. Kalwant Rai . .	Income Tax Officers Association, Punjab, N.W.F.P. & Delhi.
	„ V. P. Chaudary .	The Madras Income-Tax Gazetted Service Association.
	„ C. P. Krishna Rao .	
	„ B. L. Vaish . .	Income-Tax Officers' Association, United Provinces.
	„ P. Mukherjee . .	Federation of Income-Tax Officers' Association.

18th September 1946 .	Mr. S. V. Gupta .	Central Board of Revenue Ministerial Officers' Union, Bombay.
	„ D. V. Chachad .	
	„ Rajendra Misra .	Income-Tax Ministerial Officers' Association, U. P.
	„ Abdul Ghani Faruki	
	Babu Gur Pershad .	
19th September 1946 .	Mr. Varadkar .	Bombay Customs Appraising Staff Association.
	„ De Cruz . .	
	„ G. C. Fegredo .	Calcutta Customs Preventive Service.
	„ R. N. Chatterjee .	Calcutta Customs Ministerial Officers and Records Supply Association.
	„ N. R. Fergusson .	Bombay Customs Preventive Service Association.
	„ P. V. Sundaresan .	Madras Central Excise Non-Gazetted Ministerial Officers. Association.
	„ S. Sahai . .	General Secretary, Executive Subordinate Staff Association, Central Excise, Delhi.
	„ B N. Dutt .	Appraiser, Calcutta Customs.
7th October 1946 .	Mr. P. K. Sur .	Lower Subordinate Service Association, Survey of India, Dehra Dun.
	„ K. P. Bhattacharji	
	„ K. L. Chakravarti	Topographical Assistants Association, Survey of India, Dehra Dun.
	„ B. Maitra .	
	„ A. F. Murphy .	Survery of India Class II Association.
	„ S. Q. Hasan .	
	„ Jagan Nath .	Upper Subordinate Association Survery of India.
	„ N. C. Roy .	
	„ J. B. Mathur .	
8th October 1946.	Mr. Bhagwant Kishore	Delhi Province Teachers' Association.
	„ Ishwar Das .	
	„ K. K. Guha Roy .	Government of India Library Association.
	„ Bhim Sen . .	Representative, Government College Staff, Ajmer.
	C. B. L. Mathur .	Representative, Ajmer-Merwara Teachers' Association.
	„ Sir A. Dean . .	Institution of Engineers.

9th October 1946.	Mr. N. D. Gulatti	Civil Engineers Association.
	„ Raghbir Singh	President of the Central Public Works Department Works Association.
	„ Janardhan Sarma	General Secretary, Central Public Works Department Workers' Union.
	Pyara Singh Mahal	Overseer, Central P. W. D.
	„ Kundan Singh Alwalia	Sub-Divisional Officer, C. P. W. D.
	„ Harvans Singh Swarup	Sub-Divisional Officer, C. P. W. D.
	„ P. S. Mahal.	
	„ Prem Chand Jain.	
	„ Kundan Singh Ahluvalia.	
	„ Harbans Sarup.	
	„ S. H. Gorey.	
	„ Kedar Nath Puri and others.	Representatives of Draftsmen and Estimators, C. P. W. D., New Delhi.
	„ Chand Narain „ Aftab Ahmad	Central Public Works Department Divisional Ministerial Staff Union.
10th October 1946.	Mr. C. L. Kapur „ Gauri Dayal	Clerks Association, Government of India Press, New Delhi.
	„ S. M. Bose „ Jagdish Pershad	Clerks Association, Aligarh Press.
	„ W. N. Dass	Clerks Association, Simla Press.
	„ K. C. Sen	Clerks Association, Calcutta Press.
	„ N. K. Ghosh	Central Stationery Office Employees Association.
	„ R. K. Mitra „ B. K. Dey „ G. P. Anand „ S. S. Joshi „ Syed Hussain	Press Workers' Unions, Aligarh, Delhi, Simla and P.S.V's Press.
11th October 1946 .	Mr. I. C. Francis	All India Association of Clerks Ordnance Factories, Aravankadu, Headquarters Executive.
	„ R. B. Mathur	Storemen, Semi-Clerical Association, Rifle Factory, Ishapore.

11th October 1946—*contd.*	Mr. V. R. Joshi	Inspectorate of Military Explosive Staff Association, Kirkee.
	„ Rustogi	Ordnance Factory, Shahjehanpore.
	„ S. Thiagarajan	President of Cordite Factory Labour Union, Aravankadu.
	„ Elmo Decruz	Vice President, Cordite Factory Labour Union, Aravankadu.
	„ N. N. Goswami „ N. Vedaratram „ R. Singh	Ordnance Factory, Ishapore.
	„ Finch	Bombay Mint.
	„ S. Y. Kolhetkar	Naval Dockyard, Bombay.
	„ P. K. Sharma	Government Medical Stores Workers Union, Madras.
	„ N. Keshavan	Secretary, Government Medical Stores Workers' Union, Madras.
	„ J. Almeidia	Government Medical Stores, Bombay.
	„ S. Ambawla	Government Medical Stores. Bombay.
	„ Ghulam Hussain „ Fazaldad „ Ghulam Kasim	Salt Mine Workers Association.
14th October 1946	Mr. C. Subrrmani	D.M.S.2(F) Medical Directorate.
	„ B. B. Sharma	D.M.S.2(F) Medical Directorate.
	Capt. T. L. Millar	M.G./B.E.6.
	Mr. S. N. Mehlain	M.G./M.E.6.
	„ B. S. Puri	Air Force Store Keepers Association.
	Sardar Harnam Singh	Association of Storekeepers and Storemen, I.A.O.C., Chhoki Allahabad.
	Mr. S. L. Tewari	I.A.O.C.
	„ Lalchand Malhotra	R.A.F. Clerical Association.
15th October 1946.	Dr. B. B. Mundkar	Gazetted Officer's Association, I.A.R.I.
	„ T. Ahmed	Do.
	„ K. A. Chaudhury	Class I Central Service Officers' Association, F.R.I., Dehra Dun.

15th October 1946—*contd.*	Dr. M. B. Raizada	Class II Central Service Officers Association, F.R.I., Dehra Dun.
	Mr. R. N. Banerji	Government Test House, Alipore.
	„ B. S. Khushalapa	President, Non-Gazetted Officers' Association, Coorg.
	„ S. S. Ahmed	Veterinary Research Institute, Izatnagar.
	„ C. S. Jail	Ministerial Staff Association, I. A. R. I.
	„ Naga and Others	Ministerial Staff, Geological Survey Non-Gazetted Staff Association, (Ministerial) Poona.
	Representative	Chief Commissioner's Office, Delhi.
18th October 1946	Dr. Satyanarayanan Mr. M. L. Mathur	Non-Gazetted Scientific Staff Association, I. A. R. I.
	Dr. H. D. Srivastava Mr. S. R. Hassan	Research Workers Association, Imperial Veterinary Research Institute.
	„ H. N. Roy	All India Ordnance Factory Chemists' Association.
	„ B. J. Patel	Physical Assistant, Government Test House, Alipore.
	„ B. D. Darkar	Chemical Assistant, Government Test House, Alipore.
	„ V. R. Natesan	Technical Superintendents Association, Office of the Superintendent of Insurance, Simla.
	„ R. Ghosh	Chemists, Geological Survey of India.
	„ V. N. Sharma Dr. A. L. Sundra Rao	Council of Scientific Research Laboratories, Delhi.
	Mr. A. Chardutt	Ordnance Factories.
	„ A. G. Brooks	Assistant Surgeon, Central Research Institute, Kasauli.
19th October 1946	Mr. K. Venkataraman „ K. P. Karve	Station Engineers, All India Radio.
	„ N. D. Matange „ K. R. Vaidyanathan	Assistant Engineers, All India Radio.
	„ H. L. Chopra	Technical Assistant, All India Radio.
	„ Mohd. Makhtar „ D. N. Mitra „ Mohd. Ali	All India Radio Mechanics Association.
	„ M. N. Viswanathan and others.	Translators, All India Radio.

22nd October 1946	Mr. Sathe Huddart	Indian Ordnance Civilian Gazetted Officers' Association, Cossipore.
	,, Pershad	Civil Gazetted Officers' Association, Cawnpore.
	,, F. Herbert ,, R. Neutch	Forman's Association, Rifle Factory, Ishapore.
	,, D. V. Raddy ,, M. N. Roy	All India Association, Ordnance and Clothing Factories, Ishapore.
	,, B. K. Sethi ,, Gajendra Singh ,, Z. K. Mahmood	Cantonment Officers' Association.
	,, B. S. Pavvi	Bengal Pilot Service.
	,, D. Krishna Rai ,, T. Aboo-Backar.	Cochin Port Staff.
18th November 1946	Representative	Lower Gazetted Service Officers' Association, G. I. P. Rly.
	Representative	O. T. Railway Gazetted Officers' Association.
	Mr. D. Sandilya	G. I. P. Railway Indian Officers Association and Indian Railway Service of Accounts Association.
	,, V. V. Bhide ,, E. J. Anston	B. B. & C. I. Railway Officers' Association.
	,, J. E. Jack	G. I. P. Railway Officers' Association.
	,, Iyer	S. I. Railway Officers' Association.
	,, Ranjit Singh	N. W. Railway Traffic Officers Association.
	,, Subbaraman	E. I. Railway Engineering Officers Association.
	Representative	E. I. & B. A. Railways Lower Gazetted Service Officers Association.
	Mr. Y. P. Kulkarni	I. R. S. E. Officers Association, N. W. Rly.
	,, S. V. M. Sundaram	Representative of the Superior Service Officers of the Revised Scales of Pay, E. I. Railway.
	M. S. Murthy	M. & S. M. Railway Officers Association.
	,, C. T. Grey	Secretary, Lower Gazetted Service Officers Association, N. W. Railway.

19th November 1946	Dr. A. V. Subramanian	S. I. Railway Medical Staff Association.
	„ Mohd. Shafi	N. W. Railway Assistant Surgeons Association.
	„ P. N. Kapur	Divisional Medical Officer, N. W. Railway.
	„ M. M. D. Chugtai	Divisional Medical Officer, N. W. Railway.
	„ S. S. Jetley	All India Medical Licentiates Association, N. W. Railway Br.
	„ D. R. Malhotra	Chemists and Metallurgists Association, B. B. & C. I. Railway.
	Maj. H. B. Deshpande	Chemist and Metallurgist, E. I. Railway.
	Mr. J. M. Bannerjee	Representative of Chemists, Jamalpur.
	„ M. N. Bhide	Representative of Chemists, Lucknow.
	„ B. D. Agarwal	Representative of Chemists, Ajmer.
	„ S. Sharma „ R. Aiyar	S. I. Railway Clerks Association.
	Representative	General Staff Committee, B. B. & C. I. Rly.
	Mr. T. R. Krishnamurthy	Representative of Personal Clerks, S. I. Railway.
	„ D. Thomas	Representative of Typists, S. I. Railway.
	„ M. S. Bhatia	E. I. Railway Typists Association.
	„ Edward Dhanaraj	Accounts Department Executive Employees Association, S. I. Railway.
	„ Saigal	Sub-Heads Association, Railway Clearing Accounts Office.
	„ M. A. Sarma	Railway Rates Advisory Committee.
	„ Saxena „ Goswamy	E. I. Railway Stenographers' Association.
	Representative	Commercial Staff Association, E. I. Railway.
	Representative	N. W. Railway Accounts Union.
	Representative	G. I. P. Railway Accounts Staff Union,
	Mr. S. Guruswamy	All India Railwaymen's Federation.

20th November 1946 .	Mr. H. L. Giri . .	Telegraph and Station Masters Association, Agra (G. I. P.).
	„ P. V. S. Murty .	Assistant Station Masters and Station Masters Group, B. N. Railway.
	„ Chakravarty . .	
	„ K. N. Roy. . . .	Signallers Group, B. N. Railway Employees Union.
	„ A. P. Varma .	Cabinmen, G. I. P. Railway.
	„ Kulkarni . . .	
	„ Deshpande . .	
	Representatives . .	All India Station Masters' Council.
	Representative .	Brakesmen's Association, G. I. P. Railway.
	Mr. R. L. Dave . .	Guards Association, Tundla.
	Sardar Sant Singh .	Guards Association, N. W. Railway.
	Representative .	Special Ticket Examiners Association, N. W. Railway.
	Mr. Kazmi . . .	All India Railway Ticket Examiners Association.
	„ S. Guruswamy .	All India Railwaymen's Federation.
	„ Ladik Ram .	
21st November 1946 .	Mr. P. L. Tipnis . .	Representatives of Inspecting and Operating Staff, Traction Department, G. I. P. Railway.
	„ C. M. Kotwal .	
	„ V. S. Ramanathan	Electric Traction Drivers Association, S. I. Railway.
	Mr. S. Joseph . .	M. & S. M. Railway Running Staff Association.
	„ John Almida .	S. I. Railway Loco Transportation Association, Erode.
	„ S. K. Roy . .	E. I. Railway Mechanics Association.
	„ N. C. Sircar .	Representative of Chargemen, Lucknow.
	„ S. P. Tewari .	Representative of Chargemen, Jamalpur.
	„ L. C. Misra .	Chargemen, G. I. P. Railway.
	„ Chaudhry . .	New Scale Journeymen and Chargemen's Association, N. W. Railway.
	Representative . .	Permanent Way Superior Staff Association, N. W. Railway.

21st November 1946—*contd.*	Mr. R. L. Basra	Maclagan Train Examiners' Association, N. W. Railway.
	„ M. A. Khan	All India Railway Mechanical Workers Union, Lahore.
	„ Kalappa	All India Railwaymen's Federation.
	„ Guruswamy	
21st November 1946 (Afternoon). and 22nd November 1946.	Mr. B. K. Ramakrishnan	S. I. Railway Workers Union.
	„ Kalappa	B. N. Railway Indian Labour Union.
23rd November 1946 and 25th November 1946.	Mr. Guruswamy	All India Railwaymen's Federation.
	„ G. N. Sukhi	B. B. & C. I. Railway Employees Union.
	„ J. Basu	B. A. Railway Rail Road Workers' Union.
	„ Mirza Mohd. Ibrahim	N. W. Railway Workers Trade Union.
	„ Cyprin	
	„ Mohindar Singh	
	„ Mitra	
	„ M. A. Khan	United Union of N. W. Railway Workers.
	Representative	Railway Workers Association, Moradabad.
	Mr. K. N. Nadkharni	B. B. & C. I. Railwaymen's Union.
	„ J. S. Sharma	B. B. & C. I. Railwaymen's Union.
	„ Luther	O. T. Railway Employees Association.
	„ Chakravarthy	
	„ Jha	
	Mr. Choudhry	B. A. Railway Employees Association.
	„ Bhattacharya	
	„ Bannerjee	
	„ Ganguli	
	Representative	O. T. Railwaymen's Union.
	Representative	All India Railway Muslim Employees Association.
	Mr. Kalyanasundaram	S. I. Railway Labour Union.
	„ O. R. Thyagarajan	S. I. Railway Employees Association.
	„ Roderidge	
	„ Ramanathan	

23rd November 1946 and 25th November 1946—*contd.*	Mr. D. S. Vaidya	G. I. P. Railwaymen's Union.
	„ Ladik Ram	N. W. Railway Union.
	„ Amar Das	
7th December 1946	Mr. H. C. Sharma	Staff, P. & T. Directorate.
	„ M. K. Nair	
	„ P. N. Vasudevan	
	„ K. S. Aiyakutti	P. & T. Accountants' Union.
	„ O. P. Sharma	P. & T. Directorate Employees' Union.
9th December 1946	Mr. V. G. Dalvi	All India Postmen and Lower Grade Staff Union.
10th December 1946 and 11th December 1946.	Mr. Roy Chowdhury	All India Postal and R. M. S. Union, Delhi.
	„ K. Ramamurthy	Indian P. & T. Union, Delhi.
	„ M. A. Jabbar.	
	Dr. Noronha	Federation of P. & T. Unions and Indian Telegraph Association, Calcutta.
	Mr. P. C. Chatterji and Representatives of 30 other Unions.	All India Telegraph Union, Calcutta.
12th December 1946	Mr. Kavlekar	All India Postmen and Lower Grade Staff Union, Bombay.
	„ Ramamurthy	Indian P. & T. Union, Delhi.
	„ P. C. Chatterji	All India Telegraph Union, Calcutta.
	Dr. Noronha	Federation of P. & T. Unions.
	„ D. V. Pradhan	All India Administrative Offices Association.
	„ R. K. Rawat	
	„ D. N. Ganguly	
13th December 1946	Mr. J. C. Shyam	All India Telegraph Union and All India Telegraph Workmen's Union.
	„ P. C. Chatterji	All India Telegraph Union.
	Dr. Noronha	Federation of P. & T. Unions.
	Mr. Ramamurthi	Indian P. & T. Union, Delhi.
	„ Basant Singh	All India Telephone Revenue Union, Delhi.
	„ S. N. Banerji	
	„ P. K. Mukerji	
14th December 1946	Dr. Noronha	Federation of P. & T. Unions.
	Mr. P. C. Chatterji	All India Telegraph Union.
	„ Shyam	
	„ Ramamurthi	Indian P. & T. Union, Delhi.
	„ Rajini Mukerji	P. & T. Industrial Workers' Union.
	„ A. Bhattacharya	

14th December 1946—*contd.*	Mr. N. Gopal	Central Telegraph Office, Madras.
	„ R. Ethirajulu Naidu	Madras Presidency Postmen Union.
	„ T. K. Karuppanan Pillai.	Madras Postmen Union, Conoor Nilgiris.
	„ Krishnan	Madras P. & T. Union.
16th December 1946	Mr. Tierney „ Mahadevan „ Jamal Mohiuddin	Telegraph Communication Engineers' Class II Association.
	„ Venkataraman	Engineering Supervisors Association, Nagpur.
	„ Sahay „ Rajagopalan	Engineering Supervisors Association, Delhi.
17th December 1946	Mr. Agarwala „ Sud „ Kari „ Ramakant	Telegraph Engineers' (Class I) Association.
	„ Sher Mohammad Lt. Col.-Sherrard Smith Mr. S. N. Gupta Rai Bahadur N. N. Benerji	Postal Officers (Class I) Association.
	Khan Bahadur Ashraf Hussain. Mr. G. N. Dutta „ H. C. Sen	Postmasters' Association.
18th December 1946	Mr. C. Bhattacharya	State Railway Coal Workers' Union.
	„ Chiranjit Singh „ A. P. Suri	Government of India Temporary Govt. Servants' Association.
	„ M. L. Chopra „ Chakravarty.	Representing the Chief Commissioners, Delhi and Ajmer-Merwara.
21st December 1946	Mr. Chakr[illegible] „ Srivis[illegible] „ A. Sh[illegible]ua „ P. N. Etsan „ Doraiappan	Delhi Province M. E. S. Workers' Federation.

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